

JOINT BUDGET COMMITTEE



STAFF BUDGET BRIEFING FY 2019-20

DEPARTMENT OF CORRECTIONS

JBC WORKING DOCUMENT - SUBJECT TO CHANGE
STAFF RECOMMENDATION DOES NOT REPRESENT COMMITTEE DECISION

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DEPARTMENT OF CORRECTIONS

DEPARTMENT OVERVIEW

The Department of Corrections (DOC) is responsible for:

- Managing, supervising, and controlling the correctional facilities that are owned and operated by the State.
- Paying for privately operated prison facilities that house state prisoners and monitoring contract compliance.
- Operating programs for offenders that provide treatment and services that improve the likelihood of successfully reintegrating into society following release.
- Supervising and counseling inmates in community corrections programs and offenders who have been placed on parole.
- Developing and operating correctional industries within the institutions that have a rehabilitative or therapeutic value for inmates and which also supply products for state institutions and the private sector.
- Operating the Youthful Offender System (YOS), which serves as a middle tier sentencing option (between the juvenile system and the adult system) for violent youthful offenders who would otherwise be sentenced to the adult prison system.

DEPARTMENT BUDGET: RECENT APPROPRIATIONS

FUNDING SOURCE	FY 2016-17	FY 2017-18	FY 2018-19	FY 2019-20 *
General Fund	\$751,095,253	\$777,720,189	\$810,881,347	\$878,640,776
Cash Funds	42,473,383	39,182,940	38,410,054	45,402,542
Reappropriated Funds	49,183,898	51,620,128	54,336,517	51,529,339
Federal Funds	1,357,641	4,167,290	3,516,067	3,575,312
TOTAL FUNDS	\$844,110,175	\$872,690,547	\$907,143,985	\$979,147,969
Full Time Equiv. Staff	6,242.7	6,247.0	6,245.9	6,477.0

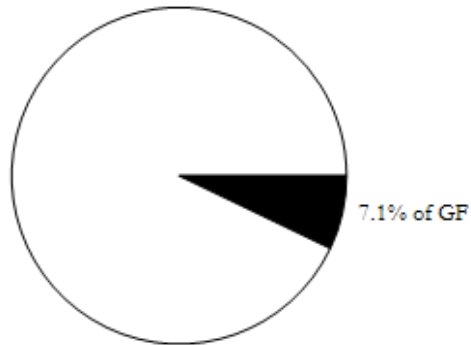
*Requested appropriation. Of this request, \$10,584,366 General Fund has already been appropriated in the five year appropriation clauses of criminal sentencing bills enacted during prior sessions. The FY 2019-20 General Fund appropriations from these bills, and their locations in statute, follow:

S.B. 15-067	\$505,970	SECOND DEGREE ASSAULT INJURY TO EMERGENCY RESPONDERS	Section 17-18-121, C.R.S.
H.B. 15-1043	9,397,689	FELONY OFFENSE FOR REPEAT DUI OFFENDERS	Section 17-18-120, C.R.S.
H.B. 15-1229	5,076	RETALIATION AGAINST A PROSECUTOR	Section 17-18-117, C.R.S.
H.B. 15-1341	487,701	INCREASE PENALTY SEXUAL EXPLOITATION OF A CHILD	Section 17-18-119, C.R.S.
H.B. 16-1080	131,181	ASSAULT BY STRANGULATION	Section 17-18-123, C.R.S.
H.B. 18-1200	22,072	CYBERCRIME CHANGES	Section 17-18-124, C.R.S.
S.B. 18-119	<u>34,677</u>	FALSE IMPRISONMENT OF A MINOR	Section 17-18-125, C.R.S.
Total	\$10,584,366	GF	

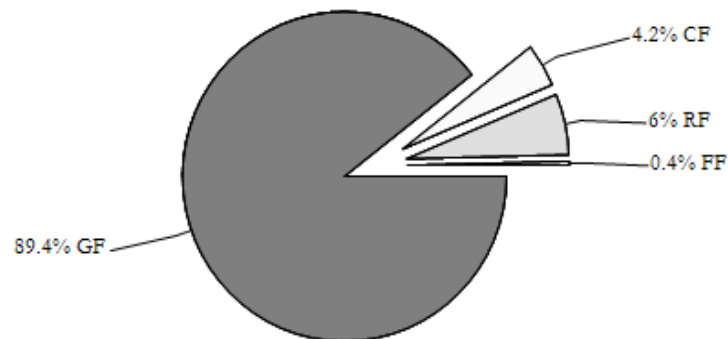
Thus the Department's requested General Fund appropriation for the Long Bill is \$878,640,776 - \$10,584,366 = \$868,056,410.

DEPARTMENT BUDGET: GRAPHIC OVERVIEW

**Department's Share of Statewide
General Fund**

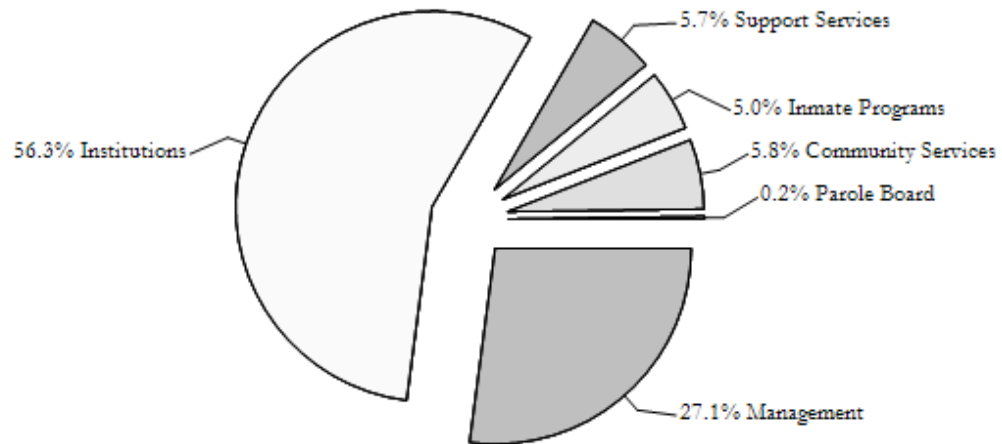


Department Funding Sources

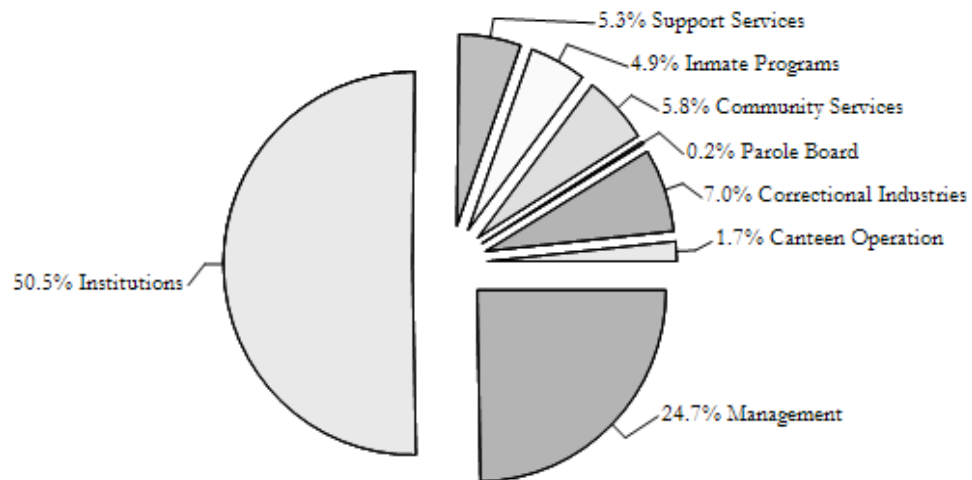


All charts are based on the FY 2018-19 appropriation.

Distribution of General Fund by Division



Distribution of Total Funds by Division



All charts are based on the FY 2018-19 appropriation.

GENERAL FACTORS DRIVING THE BUDGET

Funding for this department consists of 89.4 percent General Fund, 4.2 percent cash funds, 6.0 percent reappropriated funds, and 0.4 percent federal funds. Some of the major factors driving the Department's budget are discussed below.

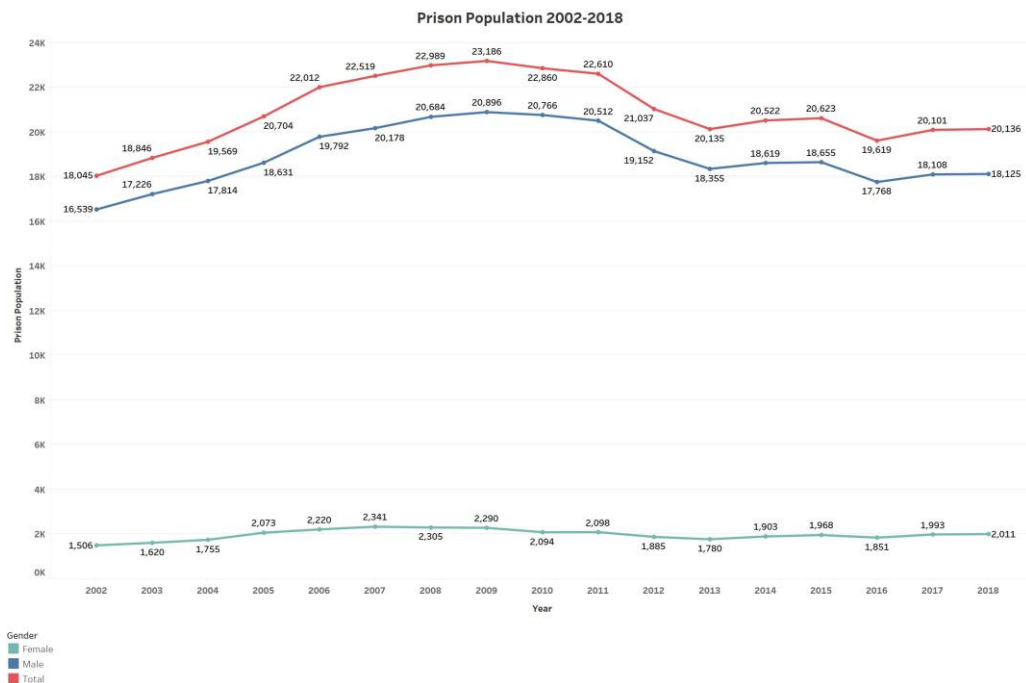
OPERATING APPROPRIATIONS

Appropriations for operating costs to the Department of Corrections (DOC) are primarily dependent upon two key components of prison caseload:

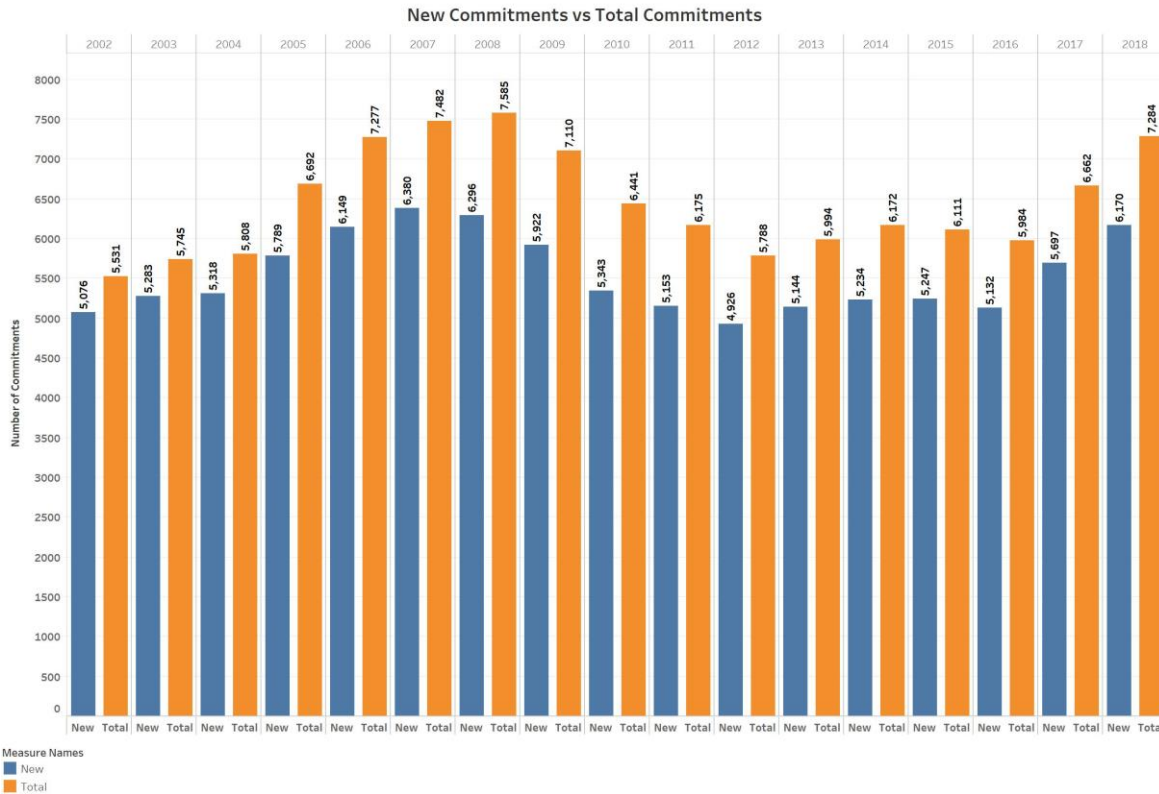
- The DOC inmate population, which consists of DOC offenders with "inmate" status. These offenders have been sentenced to the DOC and are not on parole. They are housed in state-operated prisons, private prisons, county jails, and community corrections facilities; a small portion live independently in the community under intensive supervision.
- The DOC parole population, which consists of DOC offenders who have been paroled but have not yet reached the end of their parole term. Parolees whose parole has been revoked are classified as inmates until re-paroled.

INMATE POPULATION

The following chart, *Prison Population 2002-2018*, shows the prison population from June 2002 to June 2018. The chart is broken down by male, female, and total population. Males make up the vast majority of the total prison population.



The next chart, *New Commitments vs Total Commitments*, displays the new court commitments to DOC compared to total court commitments to DOC. New commitments make up the majority of all commitments, and are on the rise.



DOC OFFENDERS IN COUNTY JAILS

At any given time, there are department inmates and parolees housed in county jails. Some are newly sentenced by a court to the Department and await transfer from jail to the Denver Reception and Diagnostic Center. Other offenders were paroled and, following a parole violation, have been placed in jail to deter further misbehavior. Individuals with more severe parole violations are awaiting a parole revocation hearing or are awaiting trial for a new crime. If parole is revoked, the parolee remains in jail until transferred to another facility.

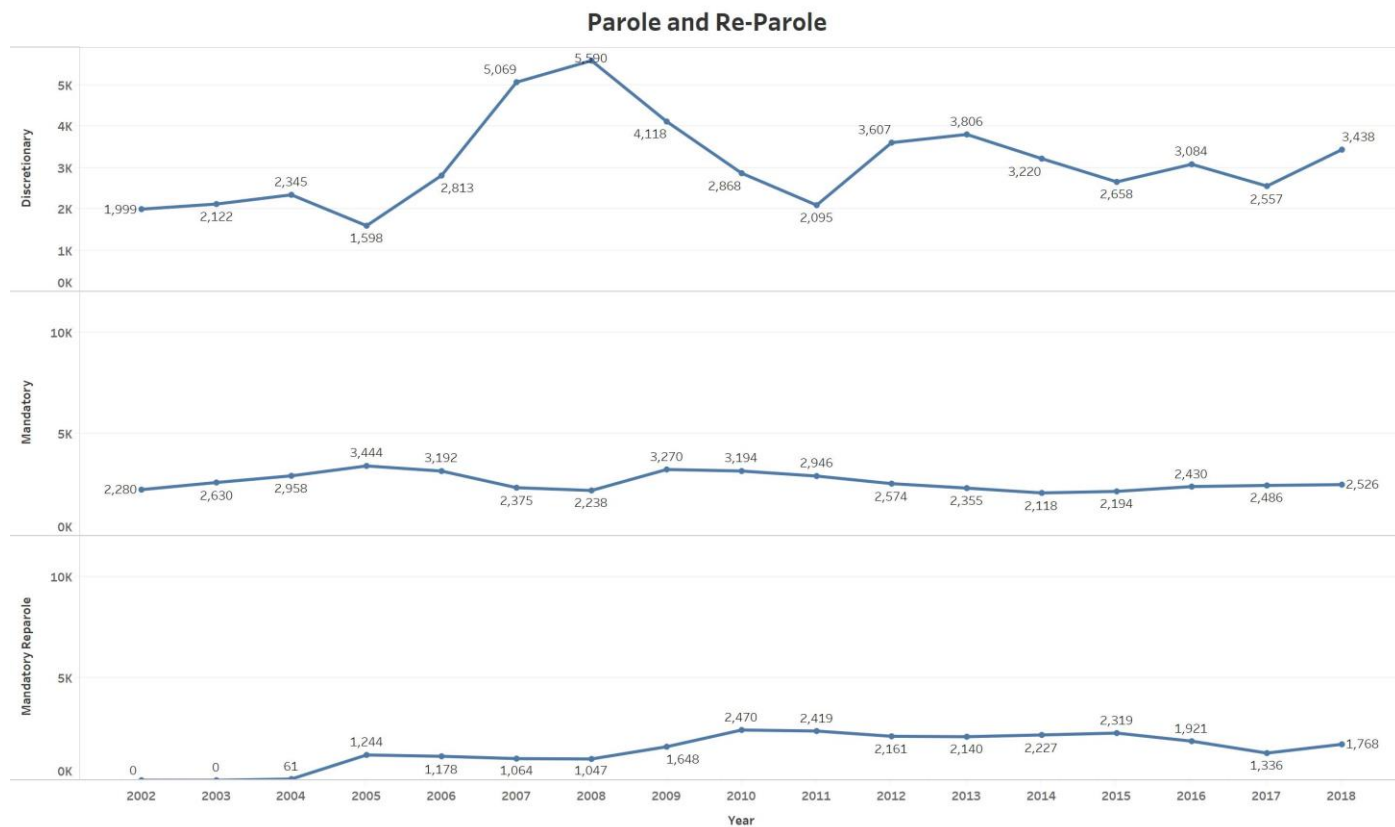
Additionally, DOC offenders may have been transported from prison to a jail on a writ from a judge who needs them to appear in court. The DOC sometimes contracts with county jails and places offenders in these facilities on a long term basis. The DOC pays jails to house some, but not all, of the DOC offenders who are in jail.

TRANSITION AND PAROLE – COSTS OF RETURNING OFFENDERS TO THE COMMUNITY

The process of returning an offender to the community almost always involves a period of parole. The process may include placement in a community corrections facility (previously known as a halfway house) and a period of intensely supervised independent living in the community before parole begins (known as the *Intensive Supervision Program-Inmate* or ISP-I Program). Inmates living in halfway houses or participating in the ISP-Inmate Program are often referred to as "transition" offenders.

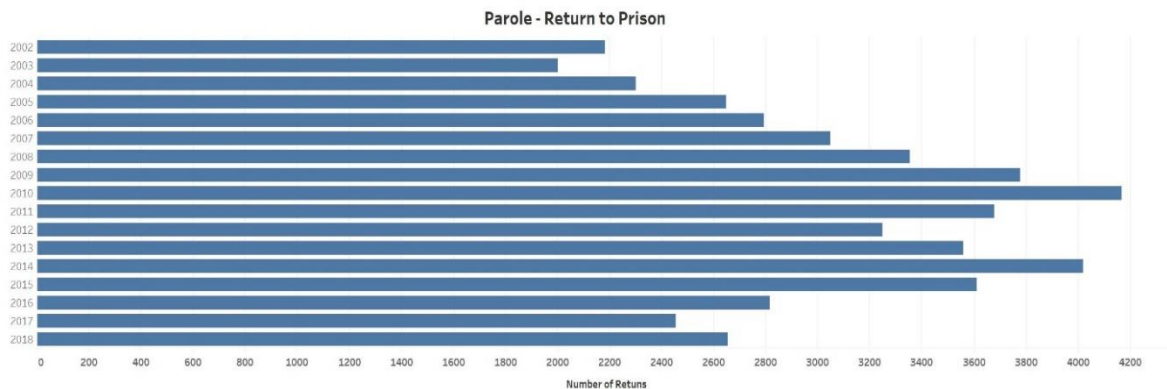
The costs of returning offenders to the community are shared by the DOC and the Division of Criminal Justice (DCJ), which is part of the Department of Public Safety. The DCJ is responsible for payments to community corrections facilities, which are operated by private entities, non-profits, and

local governments. The DOC shares responsibility with the community corrections facilities for oversight of DOC offenders in community corrections. The DOC alone is responsible for oversight of parolees and ISP-I offenders. In addition, the DOC pays (1) some of the jail costs that arise when community-corrections offenders, ISP-I offenders, and parolees are jailed for violations, and (2) all the incarceration costs following revocation. The following chart show the discretionary, mandatory, and mandatory re-parole from June 2002 to June 2018.



PAROLE RETURNS (RECIDIVISM)

The last factor driving the budget that is discussed in this document is parole returns. These are individuals who are on parole and return to prison, which is known as recidivism. The State's recidivism rate is just shy of 50 percent. The chart below shows the returns to parole in the state. The trend has been a sharp decline over the last few years, followed growth in the most recent year.



SUMMARY: FY 2018-19 APPROPRIATION & FY 2019-20 REQUEST

DEPARTMENT OF CORRECTIONS						
	TOTAL FUNDS	GENERAL FUND	CASH FUNDS	REAPPROPRIATED FUNDS	FEDERAL FUNDS	FTE
FY 2018-19 APPROPRIATION:						
HB 18-1322 (Long Bill)	893,072,938	800,096,300	38,410,054	51,050,517	3,516,067	6,245.9
Other legislation	14,071,047	10,785,047	0	3,286,000	0	0.0
TOTAL	\$907,143,985	\$810,881,347	\$38,410,054	\$54,336,517	\$3,516,067	6,245.9
FY 2019-20 REQUESTED APPROPRIATION:						
FY 2018-19 Appropriation	\$907,143,985	810,881,347	\$38,410,054	\$54,336,517	\$3,516,067	6,245.9
R-01 Staff retention	17,543,420	17,090,765	43,586	409,069	0	0.0
R-02 Decorum operating	2,796,520	2,796,520	0	0	0	0.0
R-03A Prison capacity	27,895,074	27,866,945	28,129	0	0	222.2
R-03B La Vista staff increase	626,300	626,300	0	0	0	8.9
R-03C Dress out	270,847	270,847	0	0	0	0.0
R-04 Medical caseload	6,101,406	6,101,406	0	0	0	0.0
R-05 Parole caseload	1,538,131	1,538,131	0	0	0	0.0
R-06 Food service inflation	248,403	248,403	0	0	0	0.0
R-07 Re-entry grant for parolee support	3,194,425	3,194,425	0	0	0	0.0
R-08 Provider rate increase	1,195,076	1,159,561	0	35,515	0	0.0
Non-prioritized request items	2,469,020	2,460,345	8,675	0	0	0.0
Centrally appropriated line items	23,682,685	23,028,123	659,438	(4,876)	0	0.0
Leap year technical changes	230,142	230,142	0	0	0	0.0
Indirect cost assessment	41,623	(41,623)	(15,113)	39,114	59,245	0.0
Annualize prior year budget actions	(13,760,280)	(19,997,295)	6,237,015	0	0	0.0
Annualize prior year legislation	(2,068,808)	1,186,434	30,758	(3,286,000)	0	0.0
TOTAL	\$979,147,969	\$878,640,776	\$45,402,542	\$51,529,339	\$3,575,312	6,477.0
INCREASE/(DECREASE)	\$72,003,984	\$67,759,429	\$6,992,488	(\$2,807,178)	\$59,245	231.1
Percentage Change	7.9%	8.4%	18.2%	(5.2%)	1.7%	3.7%

R-01 STAFF RETENTION: The Department requests an increase of \$17,543,420 total funds, of which \$17,090,765 is General Fund, for a staff salary plan to address issues of pay scale and pay compression. This request is discussed below in *Issue: Staff Retention*.

R-02 DECORUM MAINTENANCE AND SUPPORT: The Department requests an increase of \$2,796,520 General Fund for the maintenance costs associated with the Department of Corrections Offender Records Management System (DeCORuM). The Department noted in the FY 2017-18 capital construction request for the final phase of the DeCORuM construction that the maintenance costs would be included in the FY 2018-19 operating request, which was a partial funding. The FY 2019-20 request is the annual cost of the maintenance and licensing.

R-03A PRISON CAPACITY: The Department requests an increase of \$27.9 million total funds, including \$27.9 million General Fund and 222.2 FTE, to address prison capacity. This request is discussed below in *Issue: Prison Capacity*.

R-03B LA VISTA STAFF INCREASE: The Department requests an increase of \$626,300 General Fund and 8.9 FTE, for staff increases at La Vista Correctional Facility (LVCF). The recent increase in the

female inmate population created the need to expand LVCF by 147 beds. The increase staffed will bring the facility into a more manageable staff to inmate ratio. The annualized cost of adding the new beds (due to efficiency savings though capacity in existing systems) is \$12.46 per bed per day.

R-03C OFFENDER DRESS OUT: The Department requests an increase of \$270,847 General Fund to cover costs for clothing, transportation, and initial funds given to individuals released from correctional facilities. This increase in costs for this request is due to the increase in prison population and the associated increase in releases.

R-04 MEDICAL CASELOAD: The Department requests an increase of \$6.1 million General Fund for medical and pharmaceutical costs. The Department projects an offender eligible population of 18,856 for medical services purchases and an offender eligible population of 15,058 for pharmaceuticals.

The projected per offender per month (POPM) rate for medical services will increase from \$118.61 to \$131.98 (an increase of \$13.37 per month). This increase is due to impatient admissions (19.4 percent increase); average length of stay (11.7 percent increase); and approved outpatient authorizations. The pharmaceutical POPM rate is projected to increase from \$86.45 to \$89.22 (an increase of \$2.77 per month). The pharmaceutical POPM rate is based on actual and projected expenses plus an inflation adjustment of 3.2 percent (from the Consumer Price Index for all Urban Consumers for prescription drugs).

R-05 PAROLE CASELOAD: The Department requests an increase of \$1.5 million General Fund for the increase in parole caseload. The Department is currently funded for 8,280 parolees. The projected population increase places the number of parolees at 9,503, which is a difference of 1,223. This request covers the costs for those additional 1,223 parolees.

R-06 FOOD SERVICE INFLATION: The Department requests an increase of \$248,403 General Fund for FY 2019-20, which is base building and annualized at \$248,403 General Fund. The increase is driven by food service inflationary costs and will be applied to the food service subprogram and the Youth Offender Service (YOS) subprogram. This has an associated request in the Department of Human Services, as the Colorado Mental Health Institute Pueblo (CMHIP), provides food service for the YOS subprogram.

R-07 RE-ENTRY GRANT FOR PAROLEE SUPPORT: The Department requests an increase of \$3.2 million General Fund for re-entry grant for parolee support. H.B. 18-1176 (SUNSET OFFENDER REENTRY GRANT PROGRAM) contained a clause expressing the intent of the legislature that the Department of Corrections submit a request for full funding of the program. This request item is in response to that legislation.

R-08 PROVIDER RATE INCREASE: The Department requests an increase of \$1.2 million total funds, of which \$1.2 million is General Fund, for a 1.0 percent community provider rate increase. This amount is base building and annualizes to \$1.2 million total funds. This issue will be discussed during the common policy discussion on provider rate increases.

NON-PRIORITIZED REQUEST ITEMS: The Department requests an increase of \$2.5 million total funds, including \$2.5 million General Fund and \$8,675 cash funds, for the following non-prioritized items:

NON-PRIORITIZED REQUEST ITEMS						
	TOTAL FUNDS	GENERAL FUND	CASH FUNDS	REAPPROPRIATED FUNDS	Federal Funds	FTE
OIT Securing IT operations	\$2,471,322	\$2,456,954	\$14,368	\$0	\$0	0.0
OIT Optimize self-service capabilities	69,492	69,088	404	0	0	0.0
OIT Essential database support	9,483	9,428	55	0	0	0.0
OIT Application refresh and consolidation	8,799	8,748	51	0	0	0.0
DPA Annual fleet vehicle request	(90,076)	(83,873)	(6,203)	0	0	0.0
TOTAL	\$2,469,020	\$2,460,345	\$8,675	\$0	\$0	0.0

CENTRALLY APPROPRIATED LINE ITEMS: The Department request includes adjustments to centrally appropriated line items for the following: state contributions for health, life, and dental benefits; short-term disability; supplemental state contributions to the Public Employees' Retirement Association (PERA) pension fund; shift differential; salary survey; workers' compensation; legal services; administrative law judges; payment to risk management and property funds; vehicle lease payments; Capitol complex leased space; payments to the Governor's Office of Information Technology (OIT); and CORE operations.

CENTRALLY APPROPRIATED LINE ITEMS						
	TOTAL FUNDS	GENERAL FUND	CASH FUNDS	REAPPROPRIATED FUNDS	Federal Funds	FTE
Merit pay adjustment	\$11,144,898	\$10,825,627	\$319,271	\$0	\$0	0.0
PERA Direct Distribution	9,854,160	9,569,276	284,884	0	0	0.0
Health, life, and dental adjustment	3,021,076	2,924,464	96,612	0	0	0.0
AED adjustment	434,335	422,436	11,899	0	0	0.0
SAED adjustment	434,335	422,436	11,899	0	0	0.0
Shift differential adjustment	347,028	353,979	(6,951)	0	0	0.0
Legal services adjustment	322,096	311,154	10,942	0	0	0.0
Payments to OIT adjustment	236,278	234,904	1,374	0	0	0.0
Leased space adjustment	202,466	191,417	11,049	0	0	0.0
Short-term disability adjustment	15,099	14,661	438	0	0	0.0
Salary survey adjustment	3,261	3,261	0	0	0	0.0
Workers' compensation adjustment	(1,473,474)	(1,426,912)	(46,562)	0	0	0.0
Payment to risk management / property funds adjustment	(778,246)	(747,583)	(30,663)	0	0	0.0
CORE adjustment	(79,933)	(70,501)	(4,556)	(4,876)	0	0.0
Capitol Complex leased space adjustment	(694)	(496)	(198)	0	0	0.0
TOTAL	\$23,682,685	23,028,123	\$659,438	(\$4,876)	\$0	0.0

LEAP YEAR TECHNICAL CHANGES: The Department request includes an increase of \$230,142 General Fund for technical changes due to the additional day caused by the leap year.

INDIRECT COST ASSESSMENT: The Department request includes a net decrease in the Department's indirect cost assessment.

ANNUALIZE PRIOR YEAR BUDGET ACTIONS: The Department request includes appropriation includes adjustments for the future year impact of prior year budget actions.

ANNUALIZE PRIOR YEAR BUDGET ACTIONS						
	TOTAL FUNDS	GENERAL FUND	CASH FUNDS	Reappropriated Funds	Federal Funds	FTE
Canteen operating	\$6,078,054	\$0	\$6,078,054	\$0	\$0	0.0

ANNUALIZE PRIOR YEAR BUDGET ACTIONS						
	TOTAL FUNDS	GENERAL FUND	CASH FUNDS	Reappropriated Funds	Federal Funds	FTE
Annual depreciation-lease equivalent payments	235,033	235,033	0	0	0	0.0
CI minimum wage increase for PIE program	159,247	0	159,247	0	0	0.0
Annualize prior year salary survey	23,054	23,340	(286)	0	0	0.0
Centennial South payment annualization	(20,255,668)	(20,255,668)	0	0	0	0.0
TOTAL	(\$13,760,280)	(19,997,295)	\$6,237,015	\$0	\$0	0.0

ANNUALIZE PRIOR YEAR LEGISLATION: The Department request includes adjustments for future year impact of prior year legislation.

ANNUALIZE PRIOR YEAR LEGISLATION						
	TOTAL FUNDS	GENERAL FUND	CASH FUNDS	REAPPROPRIATED FUNDS	Federal Funds	FTE
SB 18-200 (Modifications To Pera To Eliminate Unfunded Liability)	\$1,217,192	\$1,186,434	\$30,758	\$0	\$0	0.0
H.B. 18-1176 (Sunset Offender Reentry Grant Program)	(3,286,000)	0	0	(3,286,000)	0	0.0
TOTAL	(\$2,068,808)	1,186,434	\$30,758	(\$3,286,000)	\$0	0.0

ISSUE: OVERVIEW OF THE COLORADO CORRECTIONAL SYSTEM

The Colorado correctional system encompasses programs within the Department of Corrections, a portion of the Judicial Branch, and Department of Public Safety. The Department is largely funded with General Fund.

SUMMARY

The Colorado correctional system is broken into five phases: laws, sentencing, incarceration, parole, and community corrections. Offenders typically move through the first two phases once per crime, but may visit the last three phases multiple times. This informational issue will provide a brief overview of each phase.

RECOMMENDATION

This is an informational issue and requires no staff recommendation.

DISCUSSION

This issue is designed to provide the Joint Budget Committee (Committee) with a high-level overview of the Colorado correctional system. Staff has broken the correctional system into five phases. For each phase, there will be a brief discussion of the entities involved in that phase, how funding is appropriated, and a description of the activities that occur during that phase.

The five phases of the Colorado correctional system are:

- Phase 1 – Laws
- Phase 2 – Sentencing
- Phase 3 – Incarceration
- Phase 4 – Parole
- Phase 5 – Community Corrections

PHASE 1 - LAWS

This phase is primarily comprised of lawmakers, including the Colorado General Assembly, Congress, and locally elected officials. Lawmakers are responsible for writing laws, which govern what is deemed as acceptable and unacceptable behavior. When an individual is accused of violating one or more of these standards for behavior, they are charged with breaking the law.

The cost for this phase is funded through the federal government, the Long Bill appropriation for the Colorado General Assembly, and local government funding. This funding includes salaries for lawmakers, salaries for support staff, and the costs of infrastructure (buildings, utilities, etc.).

This is the first phase of the correctional system and governs the majority of decisions made in all subsequent phases. Laws can be prescriptive which provide little flexibility in implementation or they can be less prescriptive which provides the Executive Branch and local governments with flexibility in implementation. The following are two examples of legislation, one that provided less flexibility (H.B. 15-1043) and one which provided more implementation flexibility (H.B. 16-180). Any statutory

change to the laws governing crimes, sentencing, and parole that has a fiscal impact will usually be considered by the Appropriations Committee in each house.

- House Bill 15-1043 (Felony Offense for Repeat DUI Offenders) made a DUI, DUI per se, or DWAI a class 4 felony after three or more prior convictions of a DUI, DUI per se, DWAI, vehicular homicide, vehicular assault, or any combination thereof. The fiscal note assumed that the statutory changes would equate to 15.0 percent of cases sentenced to an average prison sentence of 30 months. The bill's fiscal note estimated that over five years an additional 1,463 offenders would be incarcerated.
- House Bill 16-180 (DOC Program for Juvenile Offenders) required the Department to create a specialized program for offenders who committed a felony as a juvenile and were sentenced as an adult. The bill established eligibility criteria for the program that ranged from a minimum time served requirement, to a broad "any other factor determined relevant". The bill required the Department to design a program that fosters independent living skills development and provide intensive supervision and monitoring. The Department was required to house the program in a minimum facility but had the latitude to design the operational aspects of the program.

PHASE 2 – SENTENCING

The sentencing phase can be broken down into the following four components:

- 1 Law enforcement including local police, county sheriffs, and Colorado State Patrol.
- 2 County jails staffed by sheriff deputies.
- 3 Court system including district attorney's, courts, and public defenders.
- 4 Individuals who has been accused/convicted of a crime.

This phase is where individuals are accused of breaking a law, and have initial contact with law enforcement. Law enforcement is responsible for identification and detention of these individuals, usually in a local jail. Once an individual has been detained, law enforcement is responsible for submitting potential charges to district attorneys. District attorneys then determine whether to charge the individual with a crime. If an individual is charged with a crime, the individual moves into the court system which is responsible for determining whether or not an individual violated the law; and if the individual violated the law, setting the punishment. The Court System includes:

- County Courts - have limited jurisdiction, handling civil cases under \$15,000, misdemeanors, civil and criminal traffic infractions, felony complaints, protection orders, and small claims.
- District Courts - have general jurisdiction, handling felony criminal cases, large civil cases, probate and domestic matters, cases for and against the government, as well as juvenile and mental health cases.
- The Colorado Court of Appeals - hears cases when either a plaintiff or a defendant believes that the trial court made errors in the conduct of the trial.
- The Colorado Supreme Court - also hears appeals, but only when it considers the cases to have great significance. The Supreme Court may answer legal questions from the General Assembly regarding proposed laws. The Supreme Court is also responsible for overseeing the regulation of attorneys and the practice of law, and for reviewing judges standing for retention during elections.¹

¹ From 2016 Justice System Background Information for 2016 New Member Orientation

Local law enforcement is funded by local funds appropriated within city and county budgets. Police departments are funded by cities and sheriff offices are funded by counties. The exception is the City and County of Denver, which funds both police and sheriffs. The Colorado State Patrol is funded within the Department of Public Safety primarily with Highway User Tax Funds (HUTF).

Jails are funded both locally and through The Department of Corrections (DOC), who pays a daily rate to county jails that are holding eligible Department of Corrections' offenders. This includes offenders who have violated parole conditions, and those offenders sentenced to prison and awaiting an open prison bed.

The cost of county and district courts are covered partially by the state (primarily for staff and furnishings), and partially by the county (building and security costs). The Court of Appeals and Supreme Court are funded through appropriations in the Judicial Department.

PHASE 3 – INCARCERATION

Individuals sentenced to the Department of Corrections are housed in prisons that are run by the Department of Corrections and private operators. In this phase, offenders are housed in a confined facility that reduces their contact with society. Offenders have no choice in housing location, food, or cellmates, however, based on behavior while incarcerated, offenders may gain the ability to make choices about work, educational opportunities, and canteen purchases.

Offenders have access to medical treatment, medications, mental health services and therapies. Prisons are classified based on the highest risk level offender they can safely house. There are five different prison levels:

- Level V – Maximum-security facilities – Level V facilities can house any risk level offender from close custody and below, as well as offenders assigned a status (close custody², protective custody, or residential treatment program). There are six Level V facilities and all are state run.
- Level IV – Second highest security level facilities – Level IV facilities can house mixed custody offenders including those in close and medium custody. An offender is eligible for assignment to a Level IV facility if their current custody level is medium or close. Limon Correctional Facility is the only Level IV facility.
- Level III – Medium security facilities – Medium level facilities can house medium level offenders and below. Lower custody level inmates may be housed at a Level III facility for specific work assignments as dictated by the needs of the facility. There are eight Level III facilities, which includes five state run prisons and the three private prisons.
- Level II – Minimum-restricted and minimum custody facilities – An offender is eligible for assignment to a Level II facility if their current custody level is minimum-restricted, or below, and has not been identified as a sex offender. Offenders must be within 60 months of parole eligibility and have no restriction on their mandatory release date. There are three Level II facilities and all are state run.
- Level I – Minimum custody facilities – An offender is eligible to be considered for assignment to a Level I facility if their current custody level is minimum and has not been identified as a sex offender. Offenders at Rifle Correctional Center, Colorado Correctional Center, and Delta Correctional Center must be within 36 months of parole eligibility, or within seven years of a mandatory release date. Offenders at Skyline, which has a higher level of security, must be within

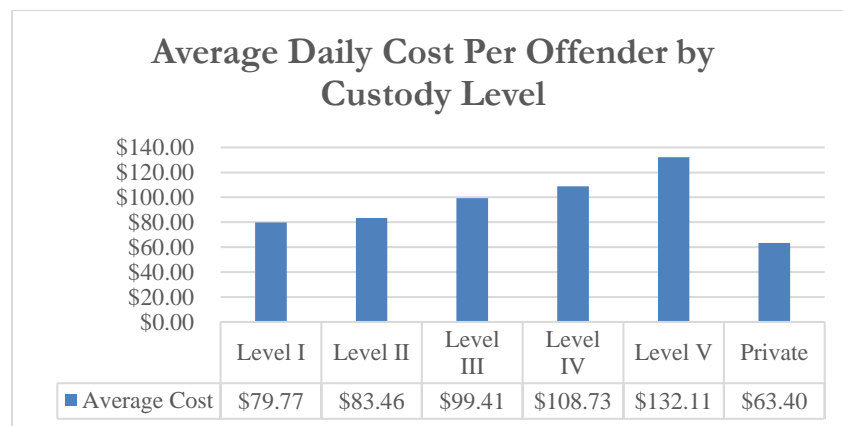
² Close custody offenders are the highest risk offenders who spend the majority of their day in a cell.

60 months of parole eligibility, or within 10 years of a mandatory release date.³ There are four Level I facilities and all are state run.

Each facility has multiple “types” of beds. The following is a brief description of the bed types within the correctional system:

- General population – housing for the typical inmate assigned to a facility;
- Disciplinary segregation – restrictive housing for inmates in violation of major institutional rules;
- Close custody – restrictive housing for inmates who present a significant threat to an institution’s safety and security;
- Protective custody – voluntary housing for inmates seeking protection from other inmates;
- Infirmary – temporary or long-term housing for inmates requiring specific medically-determined treatment;
- Mental health – dedicated housing for inmates with diagnosed mental illness with integrated treatment provided in the housing unit; and
- Unclassified/booking – initial separate housing of inmates newly admitted to a facility while they undergo classification and initial orientation;

Funding for state run prisons and private prisons is primarily General Fund. A small portion of the funding is from cash funds related to canteen purchases and Correctional Industries. The following table summarizes the average daily rate by custody level of state run prisons and the average daily rate paid to private prisons.



There are nineteen prisons operated by the Department and three in-state private prisons operated by private companies. Private prisons house medium and low-level custody offenders. Private prisons provide general equivalency diploma (GED) classes and medical services, but do not provide specialized therapies or Correctional Industry work opportunities. The privately run Cheyenne Mountain ReEntry Center provides intensive reentry services to offenders (including sex offenders) prior to parole.

The Department operates the Youthful Offender System (YOS). YOS is a sentencing option for offenders who committed a violent offense as a youth (18 years old or younger). Instead of being

³ Facility type description is from the “Colorado Prison Utilization Study.” Becker, Karl, etc. June 2013. Page 20 and 21

sentenced to an adult prison, youth offenders are sentenced to YOS. YOS offenders receive an adult sentence that is suspended pending successful completion of the YOS sentence.

PHASE 4 – PAROLE

The Parole Board is responsible for making discretionary and mandatory parole decisions for eligible offenders. Once an offender is paroled, the Division of Adult Parole, within the Department of Corrections, is responsible for monitoring parolees for compliance with their parole plans. In this phase, offenders are reentering society through “release to parole” (the next phase will discuss “release to community corrections”). Parole officers and management functions are funded through the Department of Corrections Division of Adult Parole. Funding for parole is General Fund. The Parole Board is funded by General Fund within a separate division in the Department of Corrections.

There are three types of parole: regular parole, intensive supervision program inmate status (ISP-I), and intensive supervision program parolee status (ISP-P). ISP-I is for offenders who are low risk, within 180 days of their parole eligibility date, and considered safe to be managed in the community prior to their actual parole (therefore they are still called offenders and not parolees). Regular Parole is granted to offenders who have not yet completed their prison sentence and agree to comply with certain conditions. ISP-P is used as a condition of parole for parolees who are the highest risk offenders. There are nineteen parole offices throughout the state. Offenders can be paroled to any location if the parole officer, Parole Board, and case manager has approved it. Offenders can also be paroled out of state.

Offenders are released to parole with some or all of the following conditions⁴:

- Conduct: Parolee shall obey all state and federal laws and municipal ordinances. Parolee shall follow the directives of the parole officer at all times.
- Report: Parolee shall make written and in person reports as directed to the parole officer and shall permit visits to his/her place of residence as required by the parole officer, parolee shall submit urinalysis or other tests for narcotics or chemical agents upon the request of the parole officer, and is required to pay for all tests.
- Weapons: Parolee shall not own, possess, nor have under his control or his custody, firearms or other deadly weapons.
- Association: Parolee shall not associate with any person with a criminal record without the permission of the parole officer.
- Employment: Parolee shall seek and obtain employment, or shall participate in a full time educational or vocational program, unless waived by the parole officer.
- Alcohol/Drugs: Parolee shall not abuse alcoholic beverages, medical or recreational marijuana or possess and/or use illegal drugs.
- Child Support: Parolee shall comply with any court or administrative order to pay child support

When an offender arrives in prison, there is a range of dates on which they can be paroled.

- The mandatory release date, or MRD, is the date by which the parole board must grant parole. Initially the MRD equals the end of the judge's prison sentence.
- The parole eligibility date, or PED, is the first date on which the offender can be paroled. The PED depends on the sentence and the offense and occurs prior to the MRD.

⁴ <https://www.colorado.gov/pacific/cdoc/adult-parole>

Offenders who committed non-violent felonies are generally eligible for parole at the 50.0 percent point of their MRD; offenders who commit certain violent felonies are eligible for parole at 75.0 percent of their MRD. Once an offender is paroled, the prison sentence no longer matters; only the length of the parole term matters. The sentence discharge date, i.e. the date on which parole ends, initially equals the end of the mandatory parole period; the offender is discharged from parole when he/she reaches this date. Discharge is automatic at the sentence discharge date; there is no review by the Parole Board. It is important to note that the eligible date for PED and MRD can be shortened through earned time.

PHASE 5 COMMUNITY CORRECTIONS

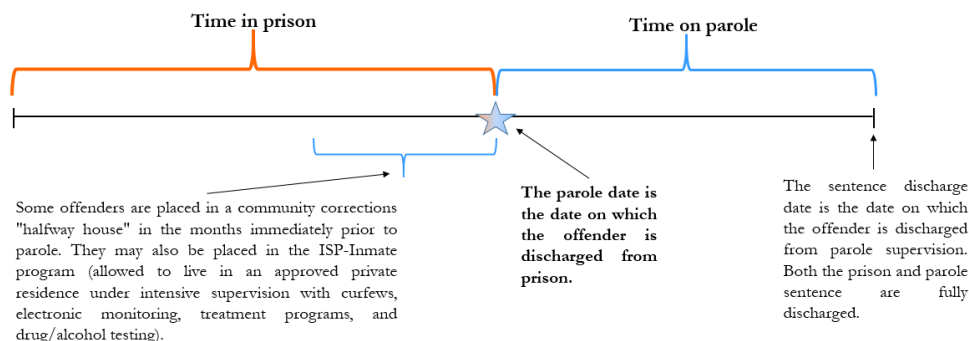
The Division of Criminal Justice, within the Department of Public Safety, oversees the community corrections boards, providers and facilities. Community correction board members are appointed by commissioners of the counties that make up each of Colorado's 22 judicial districts. Community correction providers can be non-profits, for-profits, or local governments. Colorado's community corrections programs, (previously known as halfway houses), provide clients with supervision and structure in both residential and nonresidential settings. They are operated by local governments, private providers, and non-profits. Clients live in residential facilities and go out during the day to work or seek work.

Community corrections is funded through the Department of Public Safety, Division of Criminal Justice. Funding for community corrections is primarily General Fund. There are 32 residential facilities throughout the state comprising approximately 4,000 beds. Of the 32 facilities, 10 are located in Denver, 3 each are located in the 17th and 18th judicial districts, and 2 each are located in the 20th, 1st, and 4th judicial districts. There are residential, non-residential and specialized beds in facilities.

SENTENCING AND EARNED TIME OVERVIEW

SENTENCING OVERVIEW

Offenders sent to the Colorado Department of Corrections are sentenced to a period of imprisonment and to a period of parole (sometimes referred as the “tail” of the sentence). For example, an offender who committed a class 4 felony might be sentenced to 5 years of imprisonment followed by 3 years of parole. The court has some discretion regarding the length of the prison term but the parole period is mandatory (set in statute) and is dependent on the felony classification. The chart below is a visual example of the sentence-parole timeline.

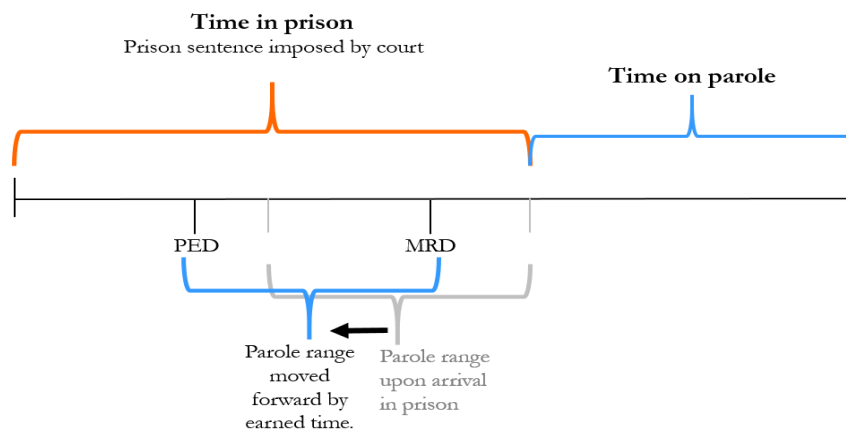


EARNED TIME

Offenders with good behavior (i.e. obey prison rules), and comply with their assigned programs, are awarded "earned time," which moves the parole range forward by the amount of earned time. Offenders who committed class 4, 5, or 6 felonies receive 12 days of earned time per month. Offenders who committed class 2 and 3 felonies receive 10 days of earned time per month. The Parole Board must parole the offender when he/she reaches their mandatory release date as adjusted for earned time. The Parole Board may parole the offender as early as their parole eligibility date, as adjusted for earned time. With a few exceptions, earned time, can at most, move the parole eligibility date and mandatory release date forward by 30.0 percent of the sentence pursuant to Section 17-22.5-405 (4), C.R.S. Earned time can also be accumulated while in community corrections or while on "Intensive Supervision Program-Inmate" status.

ACHIEVEMENT EARNED TIME

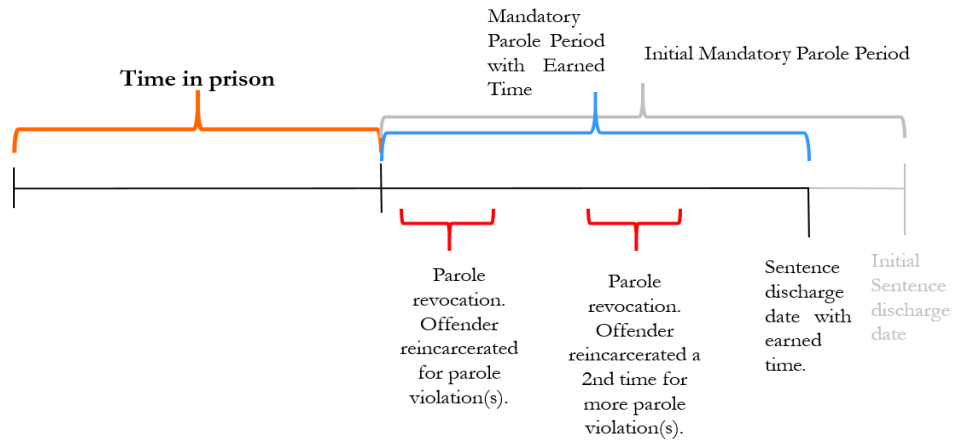
The Department can award up to 60 days of "achievement earned time" to offenders who are incarcerated or on parole who successfully complete a milestone or phase of an educational, vocational, therapeutic, or reentry program. Achievement earned time can also be awarded for offenders who, through exceptional conduct, promote the safety of correctional staff, volunteers, contractors, or other persons at the DOC. Below is a visual example of earned time on the sentence-parole timeline.



PAROLE EARNED TIME AND PAROLE VIOLATIONS

Most parolees can receive earned time by complying with their conditions of parole. Earned time awards equal 10 days per month for class 2 and 3 felonies and 12 days per month for class 4, 5 and 6 felonies. The sentence discharge date moves forward as the earned time accumulates. Two types of offenders can receive earned time while on parole: (1) offenders who committed non-violent crimes after June 1992 and (2) offenders who committed violent crimes after June 1992 and were paroled after 2009.

If a parolee violates his/her conditions of parole, either by committing a technical violation or a new crime, their parole may be revoked by the Parole Board, resulting in re-incarceration. An offender can be re-incarcerated more than once while on parole. The offender keeps progressing toward their sentence discharge date while re-incarcerated. When the offender reaches his/her sentence discharge date, as moved left by earned time, they are discharged. In some cases, offenders may reach this discharge date while re-incarcerated for a parole violation. If this occurs, the offender is released from re-incarceration on this date.



ISSUE: INMATE AND PAROLE POPULATION FORECASTS

The December forecasts released by Legislative Council Staff (LCS) projects that the inmate population will continue rising next year, but more slowly.

SUMMARY

Legislative Council Staff project that the prison population will increase over the next several years with the male prison population increasing by 676 inmates by June 2020. The forecasts from LCS and the Division of Criminal Justice (DCJ) are used to set the appropriations for external capacity during supplementals and figure setting.

RECOMMENDATION

The Joint Budget Committee will choose a forecast for supplementals and figure setting, which staff will use to compute the resulting external capacity appropriations.

DISCUSSION

PRISON POPULATION PROJECTIONS

Legislative Council Staff (LCS) and Division of Criminal Justice Staff (DCJ) are responsible for developing population projections for the adult inmate population and the adult parole population. LCS issues a 30 month forecast in December of each year. DCJ issues 5 year forecasts twice per year, once in the summer and once in the winter. The DCJ summer forecast is an update of the prior winter forecast, not a full-blown new forecast; it serves as the basis for the Department of Corrections' November budget request. The DCJ winter forecast serves as the basis for DOC requests that (pursuant to statute) must arrive by January 15.

One of the discussions in the previous session was the prison population projections. These projections are done by the Division of Criminal Justice (DCJ) and Legislative Council Staff (LCS). These projections are based on dynamic models with each of the previously mentioned entities using certain assumptions in the projections. The following is a brief discussion of each entity's model.

LCS

The first model comes from LCS. This model looks at historical trends and current data points in the system at a macro-level to predict inmate population. The LCS model looks at those coming into the system (intake) and those currently in the system to arrive at the projection. This starts with predictions on the behavior of individuals in the intake portion of the model. In this area, the model looks at likelihood of arrest, conviction, sentencing, and length of sentence, each at a macro-level. These numbers then feed into the main model.

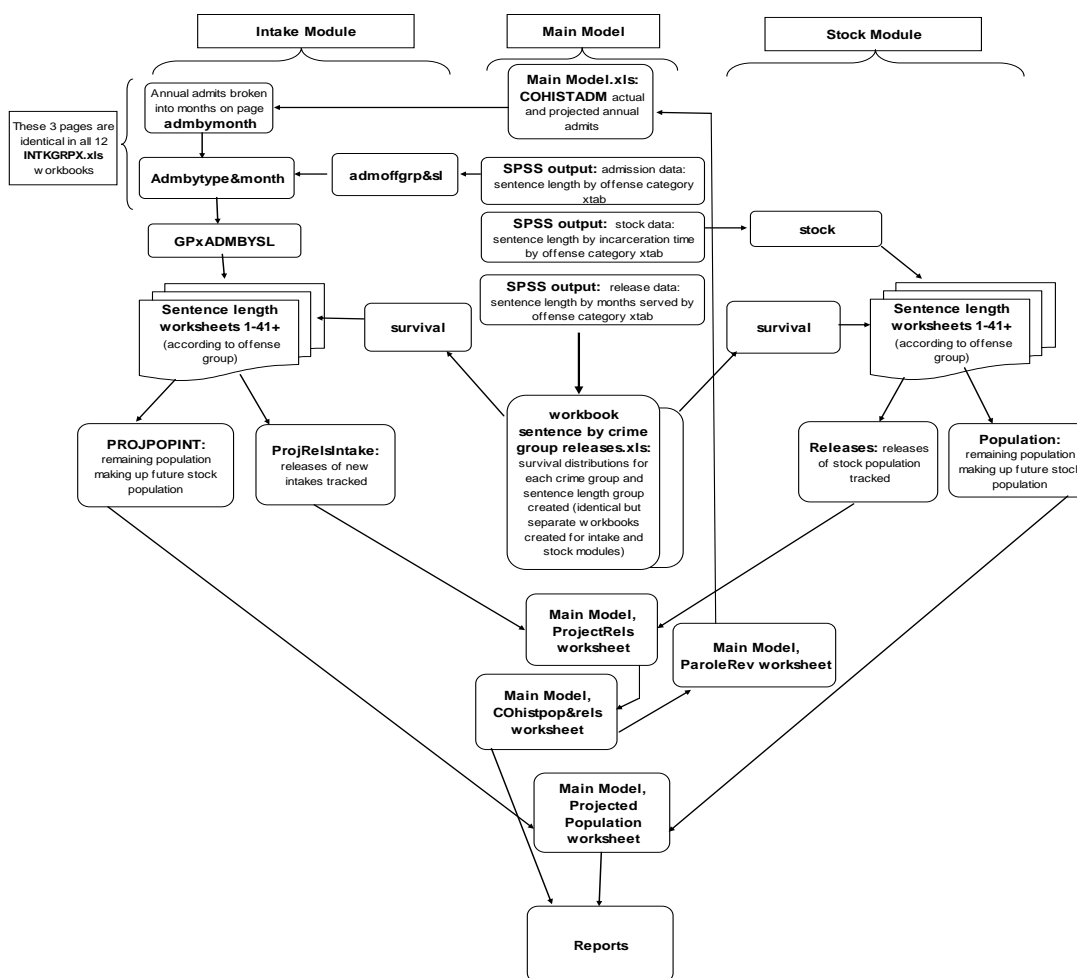
Next, an analysis is done on the individuals currently in the corrections system. In this area, the model looks at length of sentence, time off for good time, time off for earned time, likelihood of receiving parole, likelihood of receiving probation, and mortality. These numbers then feed into the main model.

The main model then produces the final numbers of capacity in the system and the expected decline/growth of the prison population. While this is a simplistic explanation of the model, in discussing the model and the details with LCS, Staff is confident that the model and the methods used

in determining the population are sound and well within norms of modeling. As a way to constantly improve the model, LCS reviews previous forecasts and compares them to actual numbers to determine ways of improvement.

DCJ

The next model comes from DCJ. This model looks at historical trends and current data points in the system at a micro-level to predict the inmate population. The flow chart below (also found in Appendix G) comes from the Office of Research and Statistics in DCJ.

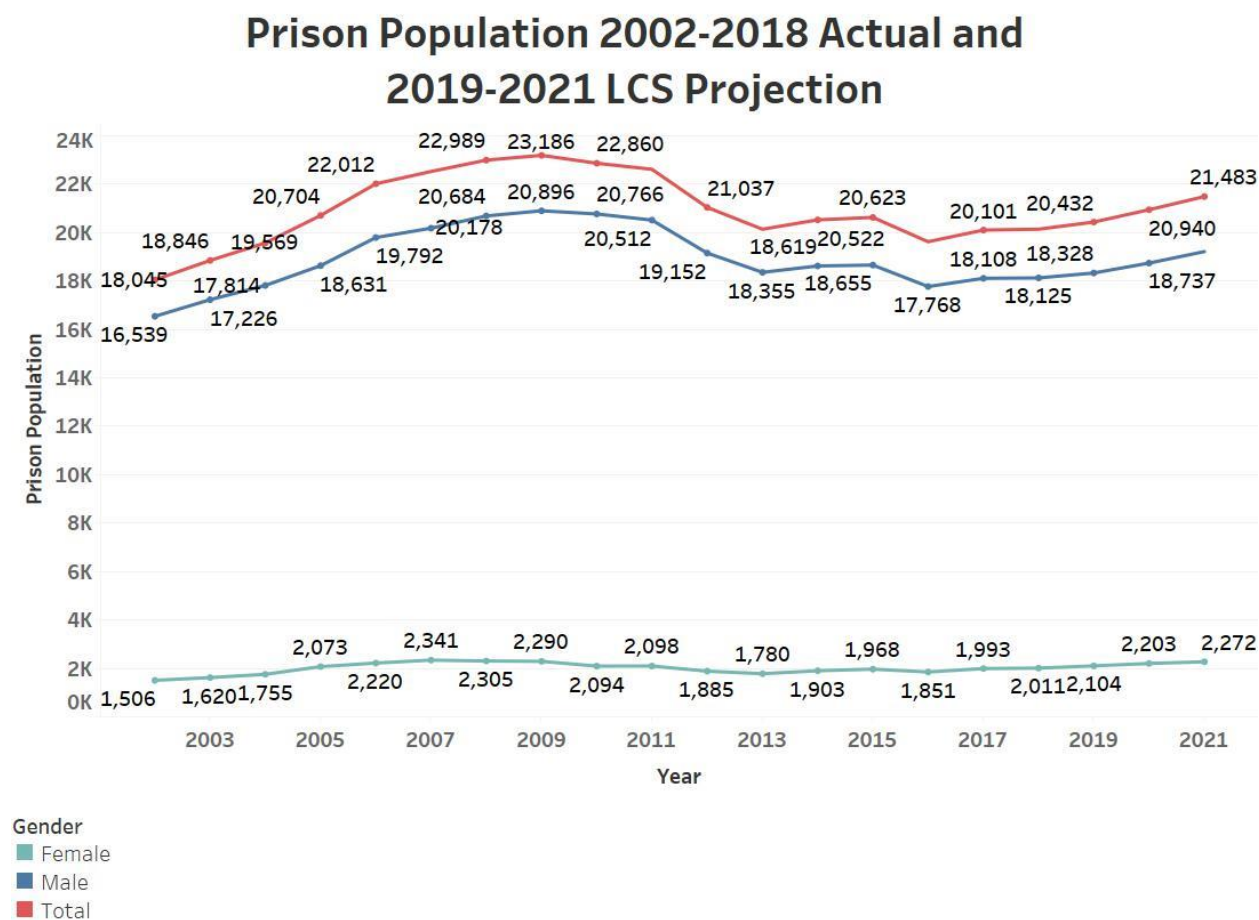


The image shows the intake module (those coming into the system), stock module (those currently in the system), and the main module. The intake portion of the model looks at the same factors discussed above, although the DCJ model uses a micro-level analysis. The stock portion of the model looks at those that are currently in the system and the multiple factors discussed in the previous section that affects that population. The intake and stock models feed into the main model. It's the combination of these factors that produces the prison population projections. The most difficult portion of the model is the intake, as it can be difficult to predict human behavior. The intake model has to predict how police officers, lawyers, judges, inmates, and parole board members will behave, which can vary due to many factors. While this is a simplistic explanation of the model, in discussing the model and

the details with DCJ, Staff is confident that the model and the methods used in determining the population are sound and well within norms of modeling. As a way to constantly improve the model, DCJ reviews previous forecasts and compares them to actual numbers to determine ways of improvement.

PRISON POPULATION FORECASTS

The following diagram, based on annual inmate population data, shows what has happened to the inmate population over the past 16 years and the LCS projection through 2021. After a period of rapid decline from October 2011 to May 2013, the population began a period of uneven increase, with the predominant monthly increases periodically offset by decreases. April 2015 saw the beginning of a pattern of consistent decline. This lasted until May 2016 when the population began rising slowly. The forecast shows the population continuing to rise over the next several years; however this rise is slower than the 2018 DCJ interim forecast.



LCS mentioned several factors in the slowing pace of the prison population rise during its presentation on the adult prison population growth. One factor being case filings and new court commitments increasing at a slower rate than previous years. Felony case filings in the first quarter of the fiscal year are up 4.5%. This is much lower than the 12.0% in FY 2016-17 and slightly lower than the 5.4% growth in FY 2017-18. New court commitments (which lag case filings) are also increasing at a slower rate than previous years (4.5 percent in the first quarter of this fiscal year compared to 8.3 percent in

FY 2017-18). Below is the forecast numbers from LCS shown in a different format than above. The first table is the *30 Month Population Forecast* and the second table is the *Average Daily Population Forecast*.

30 MONTH POPULATION FORECAST			
Date	Male	Female	Total
June 30, 2019	18,328	2,104	20,432
June 30, 2020	18,737	2,203	20,940
June 30, 2021	19,211	2,272	21,483

AVERAGE DAILY POPULATION FORECAST			
Date	Male	Female	Total
FY 2018-19	18,131	2,054	20,185
FY 2019-20	18,561	2,172	20,733
FY 2020-21	19,007	2,238	21,245

Discretionary releases to parole have grown by 11.8% in the first quarter of this fiscal year. This is one of the factors that has slowed the population growth and increased the parole forecast. The first table is the *30 Month Parole Forecast* and the second table is the *Average Daily Parole Forecast*.

30 MONTH PAROLE FORECAST		
Date	In State	Total
June 30, 2019	9,297	10,768
June 30, 2020	9,687	11,225
June 30, 2021	10,242	11,873

AVERAGE DAILY PAROLE FORECAST		
Date	In State	Total
FY 2018-19	9,095	10,511
FY 2019-20	9,481	10,983
FY 2020-21	9,967	11,552

ISSUE: STAFF RETENTION (R-01)

The Department of Corrections is requesting increase in staff salary for the Correctional Officer (CO) class department wide, to included CSTS officers.

SUMMARY

The Colorado Department of Corrections has requested an increase of \$17.5 million total funds, of which \$17.1 million is General Fund in FY 2019-20 to address the compression of staff pay and to move Correctional Officer staff pay from the bottom quartile to the medium pay range. This is being done to increase competitiveness and improve retention. This is a two part plan with an expected requested increase in FY 2020-21 of \$20.7 million, for a total request of \$38.2 million over a two year period.

The salary and range within the pay grade of Correctional Officer I (CO I), Correctional Officer II (CO II), and Correctional Support Trade Supervisor I (CSTS I) has caused a staffing issue inside the Department of Corrections (DOC). The issue began when the DOC switched from a step pay plan to the current merit pay system. This switch resulted in compression of pay among staff within DOC.

The result is a situation where a 10 year CO veteran in the Department makes just \$900 more than a new hire. This is coupled with the recent PERA changes which moved new CO's to a PERA system comparable to Post-Certified Police Officers. This means that current CO's have a less generous retirement system, as compared to new hires.

RECOMMENDATION

Staff generally supports the Department's request and will be making a formal recommendation on funding during the figure setting process.

DISCUSSION

According to the Department's request, the CO I, CO II, and CSTS I account for 56.1 percent of the DOC's workforce but account for 63.7 percent of the DOC's staff turnover. This can be seen in the *Turnover History* table below. The 67 percent of turnover in these three categories can be compared to the Department as a whole, which has a turnover rate of 18.6 percent.

Turnover History									
	FY 2015-16			FY 2016-17			FY 2017-18		
Classification Title	Active Employees	Separated Employees	Turnover Rate	Active Employees	Separated Employees	Turnover Rate	Active Employees	Separated Employees	Turnover Rate
CO I	2,296	427	18.6%	2,219	528	23.8%	2,194	560	25.5%
CO II	720	64	8.9%	719	73	10.2%	722	91	12.6%
CSTS I	507	57	11.2%	477	63	13.2%	498	70	14.1%
DOC Total	6,189	925	14.9%	6,016	1,033	17.2%	6,083	1,131	18.6%

The steady low unemployment rate is noted by DOC as a contributing factor to the high turnover rate and inability to attract new employees. Low unemployment can have an effect of increasing wages in the area. The Department states that the average wage for similar competing jobs is between \$7,000

and \$11,000 higher than what DOC pays its staff. Furthermore, the salary increases last fiscal year for the direct care staff at Fort Logan for the same positions classes as DOC staff, exacerbated the problem.

Another component of the retention problem is the lack of progression through the quartiles for staff. As can be seen in the chart below, just over 93 percent of CO I's are in the first quartile of the pay range. Only 2.6 percent make it into the third quartile and 1.7 percent into the fourth quartile. This problem is similar in both the CO II, and CSTS I classes.

Table 2: Quartiles				
	Quartile 1	Quartile 2	Quartile 3	Quartile 4
DOC Wide	72.2%	11.8%	9.4%	6.7%
CO I	93.4%	2.3%	2.6%	1.7%
CO II	70.6%	7.8%	11.5%	10.1%
CSTS I	76.1%	7.7%	8.7%	7.5%

While this request is for FY 2019-20, it does indicate that DOC will be submitting a request in FY 2020-21 to complete phase 2 of this two phase plan. The FY 2019-20 request has two components, with the first component decompressing the current staff pay, which is a major issue for staff retention.

Compression Schedule for Existing Staff with Satisfactory Performance Expected DPA FY 2019-20 Pay Plan w/2% ATB								
	Years of Experience	0-1 Year - Midpoint	1 yr +1 day to 2 yrs - Midpoint +0.5%	2yrs +1 day to 3 yrs - Midpoint +1.0%	3 yrs +1 day to 4 yrs - Midpoint +1.5% day and	4 yrs +1 day to 5 yrs - Midpoint +2.0%	5 yrs to 10 years - Midpoint +2.5%	10 yrs + 1 day beyond - Midpoint +3.0%
Midpoint Schedule	Midpoint Annual Salary ¹	Monthly Midpoint Salary	Compression Wage (If current wage below, they are brought to this wage, if current wage above, no action on salary will be taken, but a communication with employee will be required)					
CO I	\$53,508	\$4,459	\$4,481	\$4,504	\$4,526	\$4,548	\$4,570	\$4,593
CO II	\$58,980	\$4,915	\$4,940	\$4,964	\$4,989	\$5,013	\$5,038	\$5,062
CSTS I	\$58,980	\$4,915	\$4,940	\$4,964	\$4,989	\$5,013	\$5,038	\$5,062

¹ Midpoint is the midpoint of the expected DPA's FY 2019-20 Pay Plan range for each job classification. Midpoint of the job classification pay range, as shown in DPA's pay plan is considered to be the "prevailing market wage" for similar jobs outside of the State Personnel system.

The second component brings the job classifications of CO I, CO II, CSTS I halfway to the midpoint in the salary range, which can be seen in the table below.

Phase 1 of 2 FY 2019-20 11 Month Cost to Increase Wages (Halfway Midpoint + Compression Pay of Job Classification Pay Range)						
Job Classification	Personal Services	POTS - SAED, AED, PERA (20.40%)	STD (0.19%)	Medicare (1.45%)	Shift Differential	Total
COI	\$9,803,261	\$1,999,865	\$18,626	\$142,147	\$441,147	\$12,405,046
CO II	2,239,672	456,893	4,255	32,475	89,587	2,822,882
CSTS I	1,884,966	384,533	3,581	27,332	15,080	2,315,492
Total	\$13,927,899	\$2,841,291	\$26,462	\$201,954	\$545,814	\$17,543,420

The second phase would be a request in FY 2020-21 that would move the job classification CO I, CO II, and CSTS I all the way to midpoint of the pay range. The cost for phase 2 is \$20.7 million total funds.

Phase 2 of 2 - FY 2020-21 - 12 Month Cost to Increase Wages (Midpoint of Job Classification Pay Range)						
Job Classification	Personal Services	POTS - SAED, AED, PERA (20.40%)	STD (0.19%)	Medicare (1.45%)	Shift Differential	Total
COI	\$11,585,671	\$2,363,477	\$22,013	\$167,993	\$521,355	\$14,660,509
CO II	2,646,884	539,964	5,029	38,380	105,875	3,336,132
CSTS I	2,227,686	454,448	4,233	32,301	17,821	2,736,489
Total	\$16,460,241	\$3,357,889	\$31,275	\$238,674	\$645,051	\$20,733,130

The total costs for both phases can be seen in the *Staff Retention - Total Cost to Increase Wages to Prevailing Market Wage (Midpoint of Job Classification Pay Range)* table below. The total cost for both years, would be \$38.3 million. This includes a personal services increase of \$30.4 million and \$7.9 million in centrally appropriated costs.

Staff Retention - Total Cost to Increase Wages to Prevailing Market Wage (Midpoint of Job Classification Pay Range)						
Job Classification	Personal Services	POTS: SAED, AED, PERA (20.40%)	STD (0.19%)	Medicare (1.45%)	Shift Differential	Total
CO I	\$21,388,932	\$4,363,342	\$40,639	\$310,140	\$962,502	\$27,065,555
CO II	4,886,556	996,857	9,284	70,855	195,462	6,159,014
CSTS I	4,112,652	838,981	7,814	59,633	32,901	5,051,981
Total	\$30,388,140	\$6,199,180	\$57,737	\$440,628	\$1,190,865	\$38,276,550

The full salary comparison supplied by the Department can be found in Appendix F: Salary Comparison.

STAFF RECOMMENDATION

The positions of CO I, CO II, and CSTS I play an important part in the corrections system. They are the first line of defense in the system. These individuals will be the first to know when problems may arise and are a vital part of the prison “intelligence” system. Inmates have been known to inform this group of officers when fights are about to happen or when illicit items are coming into the prison. This type of information can be vital to preventing attacks on staff and other inmates and to prevent dangerous contraband from entering the prison.

While this type of information is valuable, it is not easy to come by. It takes relationship building and experience interacting with inmates to achieve. A high turnover in these positions removes that vital connection to inmates. This loss reduces the amount of information gathered and increases the risk to staff and other inmates.

Correctional Officers work in difficult situations around an often dangerous population. They endure verbal attacks, physical attacks, and are spat on, yet they maintain their professionalism. During

conversations Staff had with Correctional Officers during interim site visits, the dedication to their job was evident; however, so were many concerns. Officers discussed how the job used to be viewed as a career, not a job. This has changed over time as salary has not kept pace, making other fields much more desirable.

The compression issue has exacerbated the problems with Correctional Officer staff. The compression was caused when the staff pay scale was changed from a step system to a merit system. The result of this change caused a compression of staff pay in the pay ranges. An example can be seen where a new hire starts at a rate that is approximately \$900 less than a multi-year veteran of the Department. Adding further strain, changes to PERA in the previous legislative session has made retirement option better for new hires as compared to current employees.

Staff recommends changing the funding for the line items in this request, which will be discussed during figure setting for the Department of Corrections.

ISSUE: PRISON CAPACITY (R-03A)

The Department of Corrections (DOC) is requesting an increase of \$27.9 million General Fund and 222.2 FTE to address prison population trends that show a growing population over the next several years.

SUMMARY

The FY 2018-19 legislative session brought about several changes in the Department of Corrections (DOC). The intent behind these changes was to reduce the pressure on the prison capacity within the state. While this approach has shown some limited success, there are complexities that have prevented these changes from reaching their full potential. These complexities have caused choke points that have limited the outflow of individuals from the prison system, thereby contributing to the capacity issue.

Looking at the corrections system as a whole, several glaring issues stand out. The prison population trend continues to show growth. Furthermore, the number of criminal filings has been increasing. The combination of these two factors will increase pressure on prison capacity. However, adding capacity on its own will not ultimately solve these pressures. Attempting to address the issues individually would likely lead to a diminished result or failure. The only way to reduce the pressure felt on the prison system is to address every angle.

Making adjustments to the system will address the major systemic problems while creating room to address some of the less major issues. Staff is confident a combined approach of dealing with all issues discussed would lead to success.

In September 2018, the Joint Budget Committee (JBC) approved a supplemental budget request for over-expenditure authority in the *Institutions - Maintenance Subprogram - Operating Expenses* line item for construction of recreation yards, cable and electric infrastructure upgrades, day hall furnishings, and cell modifications at Centennial South. This has given the General Assembly (GA) options in dealing with the prison population.

In order to fund this request, legislation would be needed to allow Centennial South to house inmates. Without this legislation, the options dwindle to using sled beds in current facilities, shipping inmates out of state to handle the influx, or opening a private prison at a greater cost than the Centennial South option.

RECOMMENDATION:

Staff recommends that Centennial South be opened through legislation and that it be used to house inmates as a means to address capacity issues within the system.

DISCUSSION:

The Department of Corrections (DOC) is requesting an increase of \$27.9 million General Fund and 222.2 FTE to address prison population trends that show a growing population over the next several years. This amount includes both an increase in the funding for private prison beds and for opening Centennial South. The requested amount includes centrally appropriated items such as Health Life Dental, AED, and SAED.

The FY 2017-18 ending prison population was higher than the projected, meaning the Department was not funded in FY 2018-19 at the appropriate level to cover the increased population. The Department ended FY 2017-18 above DCJ's December 2017 forecast with a male prison population of 18,125 (+337). This means DOC is starting FY 2018-19 with a higher population than was supported in the Long Bill.

During the last fiscal year, the budget for DOC was set to include 11 percent utilization of community and intensive supervision program-inmate (ISP-I) beds when calculating the need for prison beds. In this request item, DOC assumed higher percentages of the prison population will reside outside of prison in the future and adjusted for this change in the estimated need for prison beds. Of note, the Department has emphatically stated that it is not possible to hit the utilization targets, which form the basis for FY 2018-19 funding, when public safety concerns rather than budget pressures are the determining factors for placing offenders in settings outside of a prison facility. The Department has stated that it believe a combined 9.5 percent utilization of community and ISP-I beds is achievable by the end of FY 2019-20.

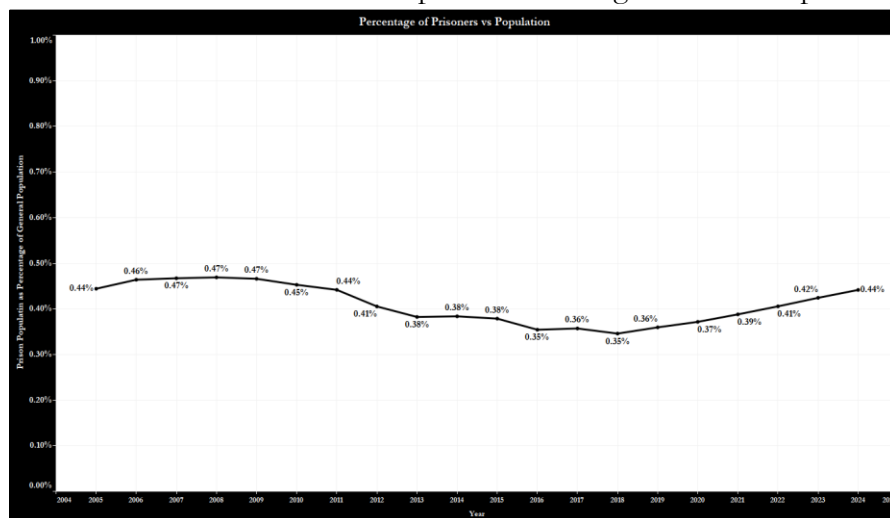
To address the capacity concerns, the Department proposes a two pronged solution:

- 1 Fully fund all the private prison beds in FY 2018-19 and FY 2019-20. The only way to add the funding to FY 2018-19 to cover the use of the additional 427 private prison beds, would be supplemental legislation.
- 2 Operate two towers at Centennial South, opening up just over 600 beds at the facility. This portion of the solution would require legislation to allow Centennial South to be used for housing inmates. The staffing plan for this option is contained in Appendix H.

CONTEXT AND CRIME RATES

CONTEXT

When discussing the numbers in the prison system, it is important to keep context in mind. Looking at the number of individuals in prison and the growth of the prison population, it appears at first

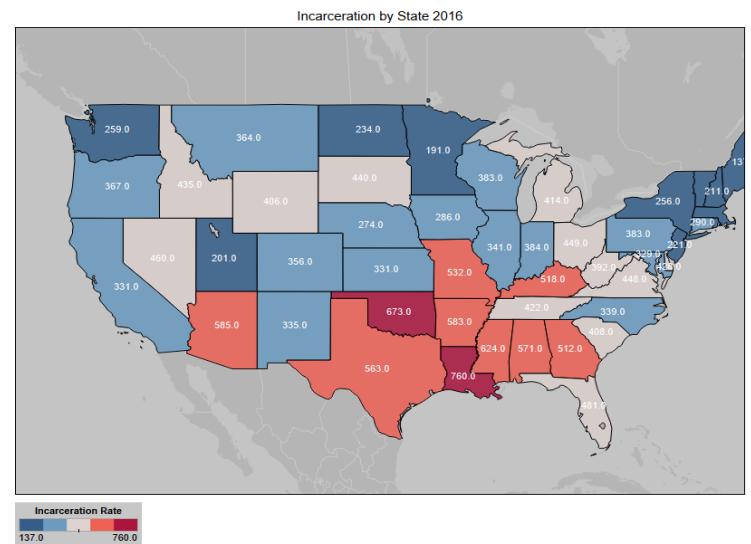
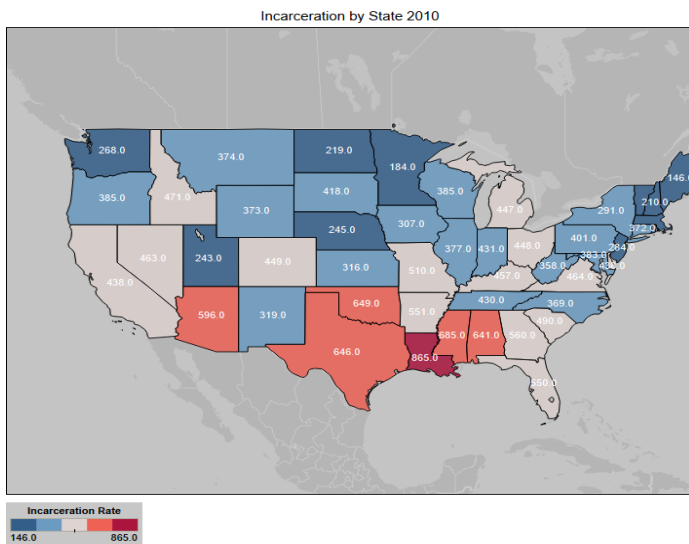


glance as though the prison population is experiencing a rapid increase. However, placing these numbers in context begins to show a clearer picture. While the total number of people that are incarcerated in the state has increased, when placed into the context of state population, the percentage of those incarcerated has not changed significantly over the last twenty years.

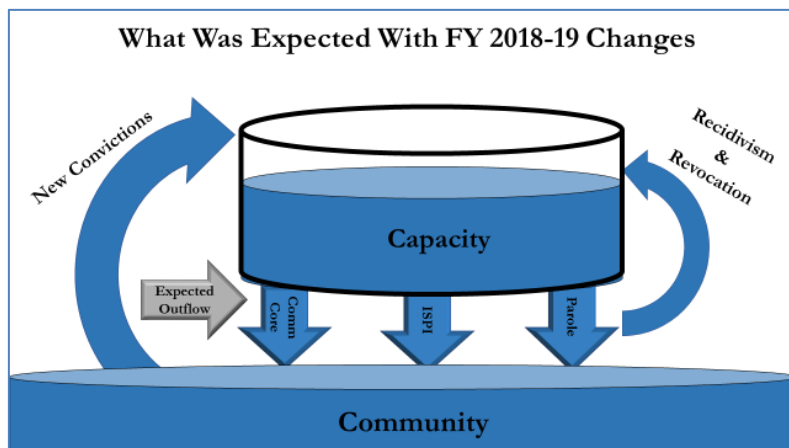
In fact, the prison population in Colorado has not been above a half of a percentage point in the last 20 years when compared to the state population. The *Percentage of Prisoners vs Population* chart, shows the prison population compared to the population in the State of Colorado. The percentage of those incarcerated

between 2004 and the projected population in 2025 has fluctuated between 0.35 percent and 0.44 percent.

When individuals incarcerated in Colorado are compared to the nation, Colorado is nowhere near the top. The images below displays the incarceration rate which is the number of individuals incarcerated per 100,000 individuals. The maps are broken into quintiles with the first map representing 2010 (the highest mark in the past decade) and the second map representing 2016 (the most recent year with complete data). In 2010, Colorado ranked in the third quintile as compared to the national average. To say this another way, Colorado incarcerated more people than 40% of other states. By 2016, this changed as Colorado was ranked in the second quintile as compared to the national average. To say this another way, Colorado incarcerated more people than 20% of other states.

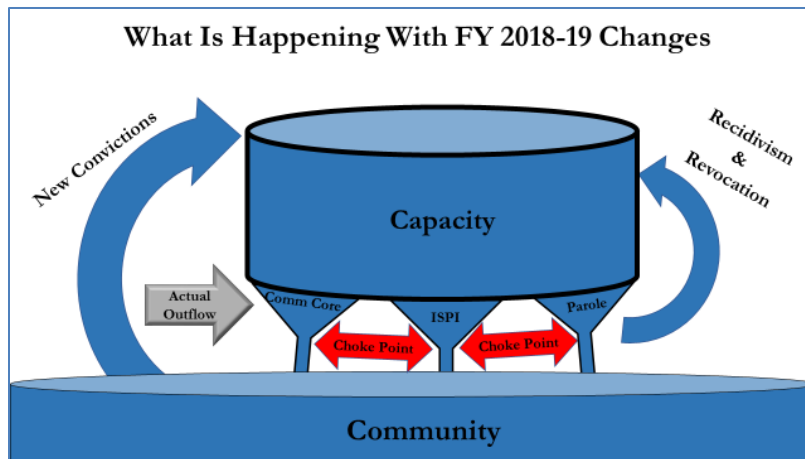


FY 2018-19 CHANGES



During the previous legislative session, prison capacity and ways to relieve it was a major discussion. One major component was the release valves for prison capacity. These valves included Community Corrections, Intensive Supervision Program-Inmate (ISP-I), and Parole. The intention was for these three areas to hit specific target levels. As can be seen on the *What Was Expected With FY 2018-19 Changes* image, if these release valves work as intended, then the outflow through these valves would reduce the pressure on capacity.

However, unintended issues arose with implementation, which exposed choke points in each of the

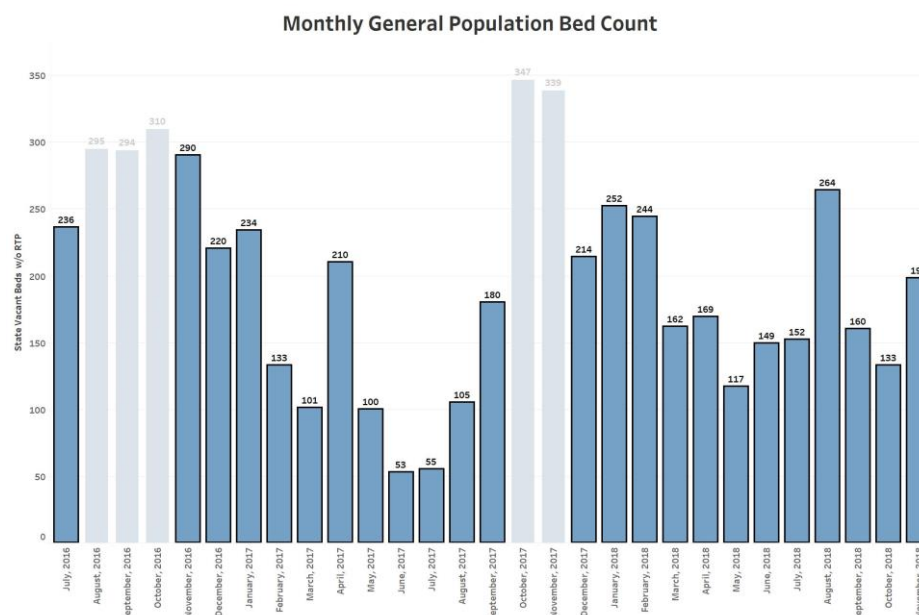


release areas. These choke points have resulted in a smaller release than anticipated, which has failed to relieve the pressure on the system. This, coupled with projected increases in the population, will put greater pressure on capacity than originally thought. The increase in the population will be further explored below.

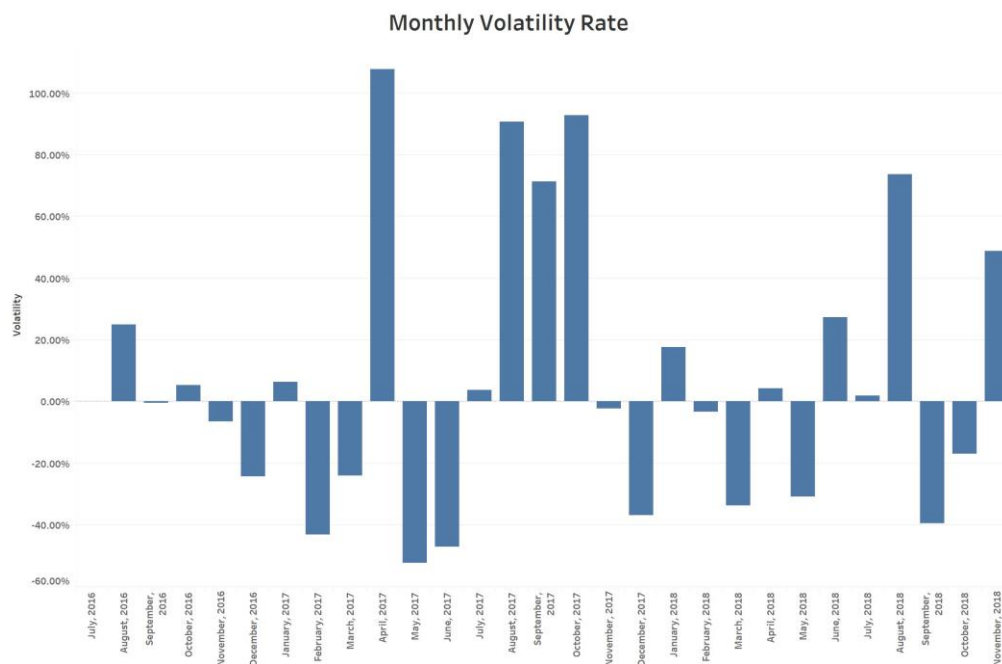
CAPACITY

Capacity is currently an issue in the state's prison system. The system is designed to function in a manner that allows for the smooth acceptance, transition, placement, treatment, and re-integration of inmates. However, the lack of capacity has choked up the system causing delays in services to those in state custody. The current budget for DOC supports 14,505 state prison beds, 3371 private prison beds, and 669 jail beds. The total number of currently available male beds are 224 (26 private prison beds and 198 state prison beds).

To better understand capacity, it is necessary to look at the available general population beds in the system. General population (GP) beds are those that can be used by most inmates in the system. The *Monthly General Population Bed Count* chart below displays the vacant general population bed numbers from July 2016 through November 2018. The highlighted months are those months where the capacity rate was below the 2 percent vacancy rate. Over the last 29 months, the state was under the vacancy rate for 24 of those 29 months. The average monthly general population vacant bed count over this time period was 197.1 beds.



Another component of general population bed need is the volatility of monthly changes in vacant bed count. The monthly volatility measure for a general population bed is 45.1 percent, which annualizes to 156.1 percent. In hard numbers this means that the monthly fluctuations is 88.8 beds, which annualizes to 307.8 beds. As can be seen on the *Monthly Volatility Rate* chart below, drastic increases are more common than drastic decreases.



Classification

It is important to remember that not all beds are created equal. Custody classification adds a level of complexity to the picture. As inmates go through the intake process, they are assigned a classification that is used in determining housing. The classifications result in inmates being placed in a facility that has the level which matches the classification (prisons are classified as levels 1 through 5 with 5s being the most secure). Within each facility, the inmates are further classified as close, medium, minimum restrictive, and minimum. The reason this matters is that a level 5 inmate cannot occupy a level 1-4 bed and an inmate classified as close cannot occupy a medium bed. This means that beds are specific and cannot all be treated as equal.

To illustrate this, all that has to be done is to look at the current backlog. Currently, there are 113 medium offenders and 44 close offenders wait-listed at DRDC. DOC does not have vacant beds in general population (GP) facilities to move these offenders so they are occupying intake beds. Furthermore, there are 45 medium offenders at the Park County Jail wait-listed for beds in GP facilities. DOC has maintained a wait-list of medium and close offenders at DRDC and Park County for over 12 months due to the lack of available medium and close GP beds.

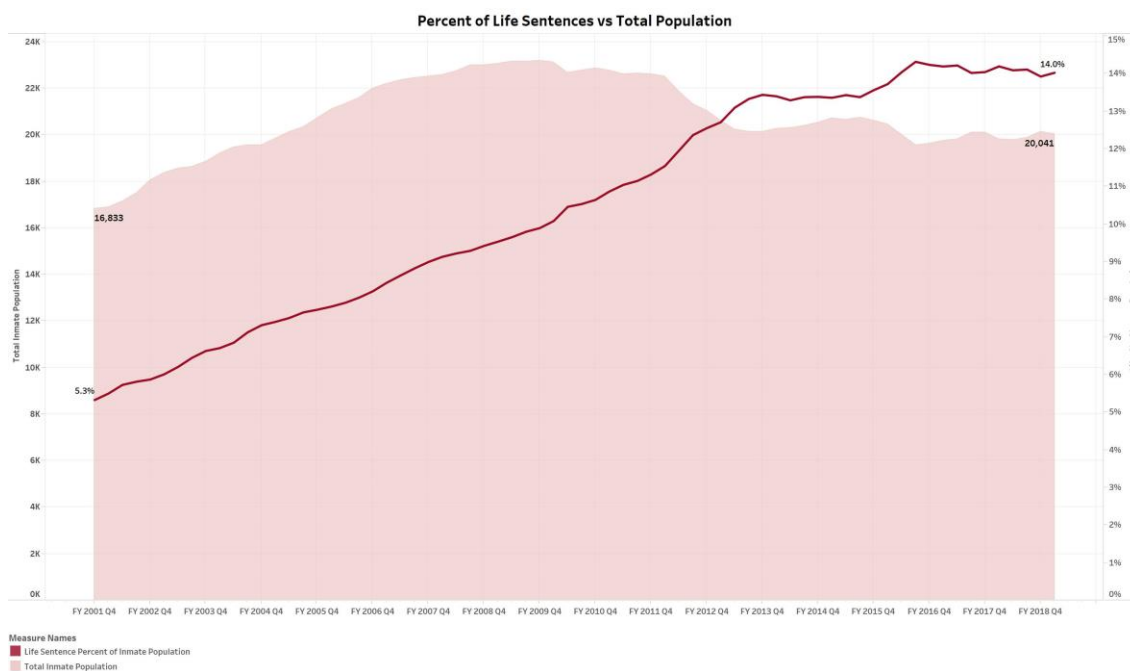
Programing

Programing and access to it is a major component of the prison system. However, the lack of capacity in the system makes it impossible to efficiently run programing for rehabilitation. Some programs are only offered in certain locations which makes the ability to transfer inmates crucial to allow for access

to these limited programs. However, there is no room to move individuals out of these programs upon completion. This limits the number of new individuals that could access and benefit from these programs. Getting inmates into the correct program will increase the chances of success.

Examples of these program issues can be seen in both the Reception and Diagnostic Center (DRDC) and the jail system. The backlog of capacity in prison has left many individuals waiting for programs due to the lengthy wait for permanent prison assignment. For example, the DRDC facility has 56 inmates waiting for programing space to open up at permanent facilities. This delays the rehabilitation effort and leaves individuals in situations that are not ideal for movement through and out of the system.

Further pressure on capacity is also coming from the number of life sentences. As the *Percent of Life Sentences vs Total Population* chart (derive for the DOC dashboard) below shows, the number of life sentences has steadily increased. A life sentence can take a prison bed out of the system for one to two generations thereby reducing the number of beds that “turn over.”



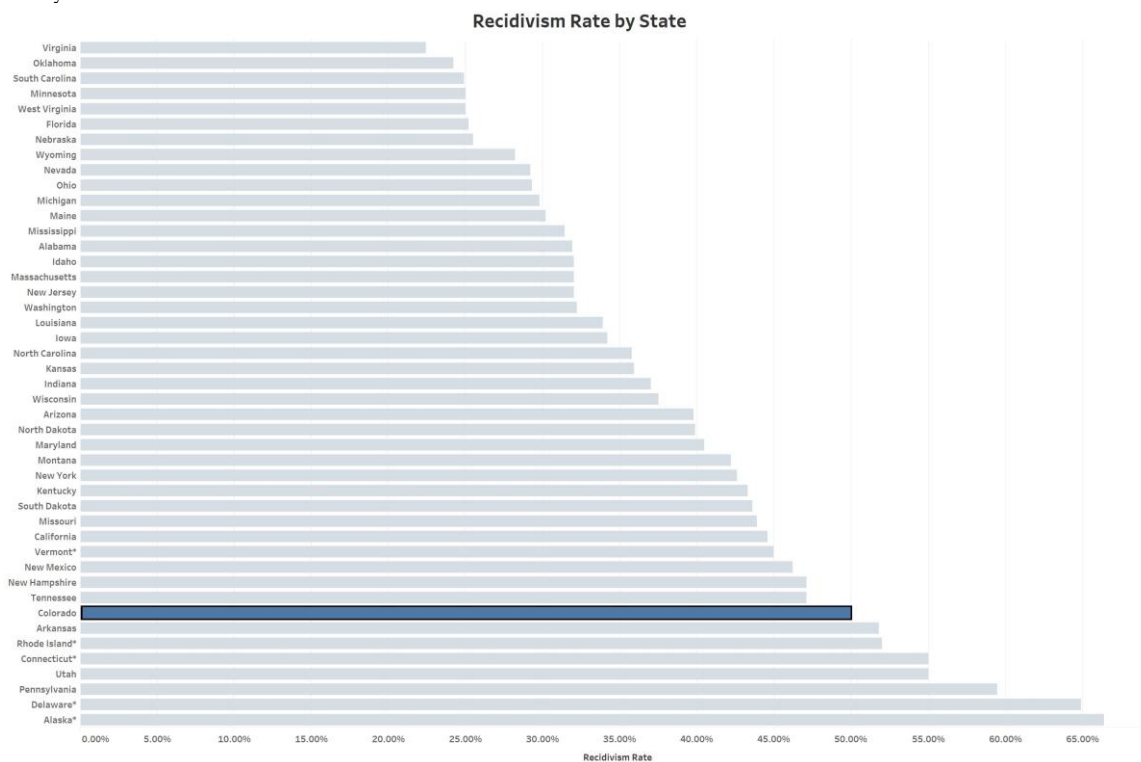
RECIDIVISM

Recidivism is a major issue in the capacity puzzle. The State’s recidivism rate is just shy of 50 percent, which is no better than a coin flip. This is a major problem, which if left unchanged, will wreak havoc on the system. Furthermore, 41 percent of parolees that return to prison, return on new crime.

Consider this, since the 90s every inmate has a mandatory parole period. When the state releases 100 inmates on to parole, 50 of them will be back in prison within three years. Of the 50 people that return to prison, 41 percent return due to a new crime. That means 21 of those 50 people would have committed a new crime. This indicates that a strategy of just releasing more people will not address the capacity problem, only delay the effects. It will also come with the unintended consequence of

increased crime as 41 percent of the returns from parole are new crimes. In real numbers: in FY 2017-18 the number of parolees returned to prison was 2,653 with 1,093 returning on new crimes.

The *Recidivism Rate by State*⁵ chart below displays the recidivism by state for 45 of the 50 states (Colorado has been highlighted in the chart). This information was compiled by the Virginia Department of Corrections in *State Recidivism Comparison* report dated November 2017. As can be seen in the chart, only seven states of the 45 states listed do worse than Colorado. The State of Colorado currently ranks 38th on the list.



There are a plethora of evidenced-based programs that have been shown to reduce recidivism. Using these types of programs can help reduce the recidivism rate in the State. However, no amount of evidenced based programs will help if an inmate cannot get into programing because of capacity issues and if reintegration is not improved.

VACANCY RATE

The two percent vacant capacity level currently used in the State has also created some problems. This capacity level comes from the Utilization Study 1.0. Page 25 of the study states, "most correctional systems attempt to maintain a 5 percent vacancy rate to provide enough management flexibility to respond to these issues... the capacity utilization plans presented in this report will assume that the CDOC will maintain a 2 percent vacancy rate to accommodate capacity management needs."

⁵ *Unified state, rate includes both state and local responsible offender;

** All rates are current as of September 2017; Virginia's numbers do not include temporary revocations; Georgia and Illinois only include re-conviction; Hawaii only reports re-arrests; Oregon is based on a 6 month cohort; Texas includes both felons and misdemeanors.

This was reasonable at the time because the Department still had the option of using private prisons as excess capacity overflow. This means that the State's two percent was actually much more, which allowed it to manage surges and internal transfer needs. The ability to use this excess overflow option was eliminated with the closing of Kit Carson.

Staff analyst Steve Allen recently looked at surges over the last five years to determine the maximum surge over an eight month period (the amount of time the legislature is out of session). The maximum increase over this eight month period was 352 inmates. This means that if you take the potential eight months surge (352 inmates) and divide it by the current state prison population (14,176), the Department needs a capacity of 2.5% just to manage the surge, not to mention the needs for internal transfers. Looking at both the surge and the need for transfers, a capacity of 5 percent is more appropriate to meet needs in the system and prevent the need for the Department to request increases when the legislature is out of session.

DOC PRISON BED NEED CALCULATION AND EXPLANATION

To arrive at the need for beds, DOC needed to make several assumptions. The following comes directly from DOC's request. It is include so the Committee has an understanding on how the Department came to its numbers.

To arrive at the request numbers, the Department starts with the DCJ July 2018 interim prison population forecast. The Department then narrowed that down to those that will occupy a prison bed. This includes projected populations for both FY 2018-19 and FY 2019-20 to calculate average daily population (ADP). The table below shows the ADP:

Male Population Projection*		
End of Month:	Total Population Projection	Projected Average Daily Pop. (ADP)
June 2018**	18,125	
June 2019	19,010	18,568
June 2020	19,773	19,392
*(DCJ Summer 2018 Forecast); ** Actual Population		

Once the Department finished with those calculations, it made the following assumptions (which are contained in the Departments request):

Next, the Department used historical information from FY 2016-17 and FY 2017-18, to estimate how many male offenders would be on either community/ISP-I status, jail/fugitive status, or become parole releases. Assumptions were as follows:

- 9.5 percent of the total offender population will go to community or ISP-I status for a total of 2,047 offenders.
- Of the total population that goes to community or ISP-I status, 84 percent will be male offenders, and 16 percent will be female offenders. Therefore, 1,720 male offenders will go to community or ISP-I.
- 2.4 percent of the total offender population will be on either jail or fugitive status, for a total of 517 offenders.
- Of the total population that will be on either jail or fugitive status, 82 percent will be male offenders, and 18 percent will be female offenders. Therefore, 424 male offenders will be on jail or fugitive status.
- The DCJ summer 2018 projections for parole releases in FY 2019-20 assume a total of 8,697 parole releases. The Department assumes that 85 percent of these offenders will be male, and 15 percent will be female. Therefore, the Department will release 7,392 male offenders in FY 2019-20, for an average of 616 males per month, and 109 females.

- Based on the JBC utilization target methodology, for FY 2019-20 the Department assumes that a total of 800 offenders will be released to parole each month. Based on the 85/15 male-to-female split outlined above, an average of 680 males and 120 females need to be released to parole each month in order to reach the 800 per month total target.
- In order to reach 800 releases to parole each month, an additional 64 male offenders above and beyond DCJ's forecast would need to be released to parole ($680 - 616 = 64$).

The Department provided the Male Prison Bed Need table below to display these assumptions and the need for beds.

MALE PRISON BED NEED	
FY 2019-20 Male Average Daily Population	19,392
Community/ISP-I Status	(1,720)
Jail/Fugitive Status	(424)
Parole Releases	(64)
Potential Prison Bed Need	17,284
Less Adjustment for Legislation	(220)
Proposed Prison Bed Need	16,964
Current State Capacity (net 2%)	12,534
Additional Prison Bed Need	4,430

The Department then deducts the private prison beds to arrive at a final number of 632 beds ($4,430 - 3,798 = 632$). Just this month, capacity at private prisons increased by 100 beds. This means the remaining need for the Department's calculations would be 532 beds.

Staff's analysis produces slightly different numbers. First off, staff used the most recent LCS forecast numbers that were not available at the time the Department submitted the budget request. Currently, the ISP-I and ComCor utilization targets account for 7.3 percent of the total population. Staff is not confident that the Department can reach 9.5 percent in the coming fiscal year. Furthermore, the number of ComCor beds is a static number (numerator), so as the daily population grows (the denominator) the ability to hit 8 percent drops. Furthermore, the utilization targets have been in use for six months and Staff does not anticipate any significant increases in these areas over the next six months.

The most recent LCS forecast takes these trends into account, as well as, the increase in parole, so these numbers are already "baked" into the population projection. Staff used the current vacant bed rate, LCS Forecast (which shows an increase of 676 in the male population by June 2020), the two percent vacancy rate that should be maintained by DOC, and potential increases in utilization to calculate bed need. The results show that barring any changes to the trends, DOC will be short 279 beds by June 2019 and 588 beds by June 2020.

MALE PRISON BED NEED		
ITEM		NUMBER OF BEDS
Current Vacant Bed Count		198
2 Percent Vacancy Rate	-	(290)
Expected Increase in FY 2018-19	+	(267)
Potential Utilization Increase FY 2018-19	+	80
Vacant Bed Count June 2019	=	(279)
Starting Bed Count July 1 2019		(279)
Expected Increase in FY 2019-20	+	(409)
Potential Utilization Increase FY 2019-20	+	100
Vacant Bed Count June 2020	=	(588)

According to the new population projections and current trends, the male population will increase by 267 between now and June 2019 and increase by an additional 409 by June 2020. The Bed Needs by Classification table below reflect the types of beds needed in both FY 2018-19 and FY 2019-20. These number were extrapolated from the classifications over the last six months and applied to the expected increase.

Bed Needs by Classification FY 2018-19			
Classification	Previous 6 month Classification	Percent of Total	Number of Beds Needed
Maximum	21	1.1%	3
Medium	1057	57.8%	154
Minimum	151	8.3%	22
Minimum Restrictive	599	32.8%	88
Total	1,828	100%	267

Bed Needs by Classification FY 2019-20			
Classification	Previous 6 month Classification	Percent of Total	Number of Beds Needed
Maximum	21	1.1%	5
Medium	1057	57.8%	236
Minimum	151	8.3%	34
Minimum Restrictive	599	32.8%	134
Total	1,828	100%	409

STAFF RECOMMENDATION

In researching this issue, it becomes apparent that systematic problems are a major driver of capacity pressure. These problems have prevented success on previous solutions meant to deal with this pressure. However, trying to address any one part of the issue on its own will not lead to a successful outcome. The nature of the systematic issues require dealing with the problems as a whole to relieve pressure on all aspects of the system. While the number of problems in the system seems daunting, it actually presents enormous opportunities to improve the system and to make Colorado the model that other states follow.

OPTIONS

Multiple options exist do deal with the capacity issue, each with positives and negatives, and some that are likely unworkable.

Do Nothing

The Committee has the option to take no action. In this option, if the population increases as projected, the Department would do the following:

- First, they would use the 100 alternative beds that are currently available in Park County jail. The Department is already utilizing 35-40 beds at the Park County jail.
- Second, the Department would use 200 sled beds in state prison facilities. The Department is currently using 13 sled beds.
- Finally, if the growing population exhausts the designed facility capacities, the Department would look to house offenders in out of state prisons.

Centennial South

Opening Centennial South is the first option and is Staff's recommendation. Centennial South presents the least costly and most efficient option. The following are some of the benefits of Centennial South:

- It allows the Department flexibility with programing by having the ability to internally transfer inmates to maximize programing.
- Centennial South can be operational in a short timeframe, which would reduce the pressure on capacity.
- The facility provides the Department with flexibility within its system for both the natural ebbs and flows, and to deal with the increasing trend in the population forecast.
- As the building is owned outright by the State, there are no lease or building costs.
- Centennial North and Centennial South would share many servicers (i.e. food and laundry) which reduces the overall cost of this option.
- Centennial South provides the *level* of prison that is currently needed as capacity needs are more than a system as a whole, but rather needs by *level*.
- The facility is in the Centennial Prison Complex, making it easier to staff the prison as correctional officers will not have to travel long distances to work at a remote prison.

Private Prisons

Private prisons are an option that the Committee and General Assembly (GA) can chose to use. It is not possible to increase capacity at currently open private prisons. To utilize this option, the Committee and GA would need to leases a closed private prison and staff it will state employees. This option is far more expensive than Centennial South due to the lease payments (staffing cost should be similar). In addition to this, a question remains on whether private entities want to operate new private prison at the current rate.

Also, it can be difficult to staff a reopened private prison due to its location and the lack of other prisons in close proximity. Furthermore, only inmates that have minimal medical and therapeutic needs can be housed in private prison. In essence, private prisons do not have the correct types of beds to deal with the need.

Sled Beds

Sled beds are another option. Issues that arises with sled beds is overcrowding and potential litigation that arises from such actions. Examples of this can be seen with Plata v. Brown in California; Sabata v. Nebraska; and Robinson v Neil in Ohio, to name a few.

Using sled beds in the State of Colorado has a physical cost of \$315.64 per bed and an annual cost per inmate of \$5,618. There are currently 13 sled beds in use throughout DOC.

Sled Bed Physical Costs	
Sled Bed	\$180.00
Mattress	\$106.00
Bedding (sheets, pillow, blankets)	\$29.64
Total	\$315.64

Facility Expansions - Per Offender Operating FY 2019-20			
LB Line #	Funding Line Name	Annual Amount	Description
1C	Inspector General Operating	\$25	Drug testing, office supplies, forms.
2A	Utilities	\$1,266	\$1,266.11 per offender.
2B	Maintenance Operating	\$350	Waste disposal services, pest control, equipment maintenance, small tools, janitorial supplies, office supplies, forms.
2C	Housing and Security Operating	\$400	Security supplies, recording tapes, DVDs, office supplies, housing supplies, janitorial supplies, forms.
2D	Food Service Operating	\$1,575	Raw food, food service supplies, equipment maintenance, office supplies, janitorial supplies, forms.
2E	Medical Operating	\$274	Medical supplies, office supplies, dental supplies, x-ray supplies, eyeglasses, forms.
2E	Medical Services Contracts	\$238	Optometry services, relief dental and pharmacy, oral surgery.
2F	Laundry Operating	\$150	Bedding, linen, detergents, laundry supplies, equipment maintenance, office supplies, forms.
2G	Superintendents Operating	\$425	Office supplies, janitorial supplies, hearing supplies, visiting supplies, annual issue staff uniforms, ACA forms and supplies, travel, facility emergency contingency.
2I	Case Management Operating	\$25	Notary fees and services, recording tapes, DVDs, office supplies, forms.
2J	Mental Health Operating	\$46	Office supplies, forms.
2J	Mental Health Contract Services	\$121	Contract clinicians to assist with specialized group programs.
2K	Inmate Pay	\$224	\$0.86 wage x 260 working days. The wage reflects the full-time rate for work assignments (excluding food service), as well as educational and vocational programs, and treatment programs.
2L	Legal Access Operating	\$65	Law Library updates, copying, postage, office supplies, forms.
4A	Labor Operating	\$10	Office supplies, forms, specialized offender clothing (work boots, hats, etc), small equipment repair.
4B	Education Operating (CF)	\$55	Textbooks, workbooks, educational materials, DVDs, office supplies, forms.
4C	Recreation Operating (CF)	\$10	Recreational equipment, office supplies, forms, equipment repairs.
4D	Drug & Alcohol Operating	\$48	Specialized treatment materials, assessment materials, photocopies, office supplies, forms.
4D	Drug & Alcohol Contract Services	\$311	Contract substance abuse treatment providers.
	Per Offender Total	\$5,618	

The Department also listed the following concerns with sled beds during the November 2018 Smart Act hearing:

- Less availability to meet treatment needs
- Tension among offenders
- Limits use of shared services
- Staff at risk
- Public safety at risk
- Jail backlog
- Limited treatment makes it more difficult for inmates to parole

The Department follows the sanitary standards for penal institutions (6 Code of Colorado Regulations 1010-13) for the protection of the health and safety of the offenders housed in prison facilities and the general public. These standards include ratios for offenders to plumbing fixtures (10 male offenders to 1 toilet, 8 offenders to 1

shower, and 12 offenders to 1 sink). The standards also establish requirements for unencumbered space per occupant (25 square feet for multiple occupancy cell). These standards would likely be compromised with the addition of sled beds and would require the Department to seek a variance from the Department of Public Health and Environment.

In addition to the public health concerns, an increase in facility population through the use of sled beds could have a negative impact on a facility's American Correctional Association (ACA) compliance score. The following non-mandatory standards could be found non-compliant:

- Shower Ratios (Standard 4-4139)
- Sink and Toilet Ratios (Standards 4-4137 & 4-4138)
- Unencumbered space in cells per occupant (25 square feet per offender) (Standard 4-4132)
- Sleeping surface distance off the floor (12 inches) (Standard 4-4134)
- Day hall space (Standard 4-4135)

An important point to highlight is the safety risks with sled beds. These beds are placed on the floor in existing cells. This means that those on the floor are constantly being walked around (and into) as other cell mates move around at night. Also, the increase in people within a closed environment can lead to catastrophic events (such as prison riots) due to overcrowded areas.

Out of State Placements

Another option is for the State to use out of state prisons to accommodate the growth of the prison population. The annual cost of 500 out of state prison beds is \$11.7 million, which breaks down to \$64.10 per bed per day.

According to the Department, the state has only placed individuals out of state twice since the year 2000. These include Mississippi from FY 03-04 through FY 04-05 for up to 128 offenders in response to a dramatic increase in the number of gang-related critical incidents and Oklahoma from FY 06-07 to FY 07-08 for up to 480 offenders due to growing high custody populations.

DOC listed the following pros and cons with this scenario:

Pros

Per filled bed cost
Short term solution

Cons

Higher per diem costs than in-state private prisons
Increased supervision costs for DOC monitoring – requires additional staffing
Increased transportation costs
Facilities must meet ACA and PREA requirements
Differing classification assessments
Differing property requirements and offender pay rates
Hardship to offender families for visitation
Limiting offender eligibility due to court and medical obligations
Staffing for a state or private facility would still be required for offenders to return to Colorado

Considering the options available to the Committee and GA, staff recommends opening Centennial South as the most economical and efficient solution to the capacity problem.

ISSUE: PAROLE BOARD GENERAL DISCUSSION

The Parole Board, while contained within the Department of Corrections, has specific duties and responsibilities that the Joint Budget Committee discusses. This issue covers these duties and concerns with the Board.

SUMMARY

Each year the Committee sets aside time in the schedule for a hearing with the Parole Board (Board). In Fiscal Year 2019-20, this time is scheduled for January 7, 2019 at 4:30 PM, which is the conclusion of the hearing process for The Department of Corrections. This issue provides a general discussion of the Parole Board.

RECOMMENDATION:

Staff has no recommendations on this issue.

DISCUSSION

WHAT IS THE PAROLE BOARD

There are seven members of the Parole Board (Board). Members are appointed by the Governor and confirmed by the Senate for three-year terms. Members must have at least five years of education and/or experience with knowledge about parole, rehabilitation, correctional administration, and how the criminal justice system functions. Of the seven members: two are from law enforcement; one is a former parole or probation officer; and four are citizen representatives. The Board is charged with evaluating an inmate's ability to re-integrate into society and balancing that ability against the need to ensure public safety. The Board accomplishes this through discretionary and mandatory parole releases.

TYPES OF PAROLE DATES

There are two types of parole dates, the Parole Eligibility Date (PED) and the Mandatory Release Date (MRD). The PED is the first date an offender is eligible to see the Board. The Parole Board generally conducts initial Parole Application Hearings approximately three months prior to an offender's PED. If an offender is deferred at the time of the application hearing (i.e. not given a discretionary release), they are typically seen by the Board one year from the time of the deferral action.⁶

Any discretionary release of an inmate that has been convicted of a violent or sexual crime is required to be reviewed by the Full Board. An offender seen by the Full Board requires at least four affirmative votes to be released discretionarily. The Parole Board sits as a Full Board at least once a week.⁷

CHALLENGES FACING THE PAROLE BOARD

Staff sat in with the parole board during hearings and met with victims testifying at hearings. During this time, Staff made general observations. The following is list of these observations, in no particular order:

⁶ https://www.colorado.gov/pacific/sites/default/files/01-17_Joint%20Budget%20Committee.pdf Page 11

⁷ https://www.colorado.gov/pacific/sites/default/files/01-17_Joint%20Budget%20Committee.pdf Page 13

- Individuals are not getting the treatment they need prior to leaving the facilities. Offenders seen by the Board can have significant criminogenic needs that require intervention but remain untreated in prison. The Parole Board has experienced numerous hearings with offenders who are at facilities which lack the services offenders require (based on their criminogenic needs and intervention requirements). Completing treatment is a factor in the decision to release an offender to parole and lack of treatment can delay parole. Furthermore, lack of treatment contributes to recidivism.
- Lack of complete data packets on offenders at the time of hearing is a problem. Information lacking from data provided to the Parole Board includes the amount and effectiveness of treatment, community correction referrals and refusals, parole plan details, and recent Code of Penal Discipline (COPDs) violation. This appears to be systematic errors rather than individual errors.
- Information technology support needs, particularly around telecommunications during hearings. Failures in this technology has an outsized impact with Board operations.
- A lack of programs to address domestic violence while in prison despite a need for these programs.
- The inability for offenders to received programing based on cutoff factors causing unintended consequences. This means there is no treatment history for the Board to consider with regard to release.
- Structural issues are also causing some issues. The current makeup of the Board makes it difficult to provide more managerial oversight and quality control. Additional board members, creating a rotating full board, with increased quality control responsibilities for the Chair and Vice Chair, would improve functionality of the Board.
- Certain current functions of the Board could be transferred to administrative functions, making the Board more efficient.
- The Board currently uses a system called the PBRGI version 1. There is a second version of this software that would improve the system by focusing on current programing as opposed to static scores.
- Victim assistance service could be drastically improved, especially at the locations of parole hearings.
- Presumption of parole can be adjusted to increase the number of releases without effecting public safety.

Appendix A: Numbers Pages

	FY 2016-17 Actual	FY 2017-18 Actual	FY 2018-19 Appropriation	FY 2019-20 Request	Request vs. Appropriation
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DEPARTMENT OF CORRECTIONS Rick Raemisch, Executive Director

(1) MANAGEMENT

Primary Functions: Central management, appropriations for private prisons, and the Inspector General's Office.

(A) Executive Director's Office, Subprogram

Primary Function: Provide oversight and develop policies for the entire Department.

Personal Services	<u>3,409,527</u>	<u>3,045,511</u>	<u>3,500,244</u>	<u>3,599,788</u>	
FTE	28.5	26.8	26.8	26.8	
General Fund	3,185,281	2,801,706	3,256,439	3,355,983	
Reappropriated Funds	224,246	243,805	243,805	243,805	
Restorative Justice Program with Victim-Offender					
Dialogues in Department Facilities	<u>74,998</u>	<u>75,000</u>	<u>75,000</u>	<u>75,000</u>	*
FTE	1.2	1.2	1.2	1.2	
General Fund	74,998	75,000	75,000	75,000	
Health, Life, and Dental	<u>50,481,587</u>	<u>54,108,968</u>	<u>55,775,527</u>	<u>60,651,422</u>	*
General Fund	48,999,350	52,536,256	54,092,443	58,871,726	
Cash Funds	1,482,237	1,572,712	1,683,084	1,779,696	
Federal Funds	0	0	0	0	
Short-term Disability	<u>617,301</u>	<u>628,089</u>	<u>557,869</u>	<u>619,826</u>	*
General Fund	598,986	610,911	541,742	602,494	
Cash Funds	18,315	17,178	16,127	17,332	

*Line item contains a decision item.

Appendix A: Numbers Pages

	FY 2016-17 Actual	FY 2017-18 Actual	FY 2018-19 Appropriation	FY 2019-20 Request	Request vs. Appropriation
S.B. 04-257 Amortization Equalization Disbursement	<u>15,955,728</u>	<u>16,892,514</u>	<u>16,792,133</u>	<u>18,522,726</u>	*
General Fund	15,491,590	16,439,123	16,314,855	18,014,050	
Cash Funds	464,138	453,391	477,278	508,676	
S.B. 06-235 Supplemental Amortization Equalization Disbursement	<u>15,789,522</u>	<u>16,892,514</u>	<u>16,792,133</u>	<u>18,522,726</u>	*
General Fund	15,330,219	16,439,123	16,314,855	18,014,050	
Cash Funds	459,303	453,391	477,278	508,676	
PERA Direct Distribution	<u>0</u>	<u>0</u>	<u>0</u>	<u>9,854,160</u>	
General Fund	0	0	0	9,569,276	
Cash Funds	0	0	0	284,884	
Salary Survey	<u>583,577</u>	<u>6,294,313</u>	<u>10,825,001</u>	<u>3,261</u>	
General Fund	580,443	6,122,116	10,516,363	3,261	
Cash Funds	3,134	172,197	308,638	0	
Merit Pay	<u>0</u>	<u>2,777,553</u>	<u>0</u>	<u>11,144,898</u>	
General Fund	0	2,711,425	0	10,825,627	
Cash Funds	0	66,128	0	319,271	
Shift Differential	<u>7,940,718</u>	<u>8,125,195</u>	<u>8,070,903</u>	<u>8,963,744</u>	*
General Fund	7,906,423	8,085,286	8,015,331	8,911,302	
Cash Funds	34,295	39,909	55,572	52,442	
Workers' Compensation	<u>7,886,908</u>	<u>6,857,483</u>	<u>7,416,989</u>	<u>5,943,515</u>	
General Fund	7,637,682	6,640,787	7,182,613	5,755,701	
Cash Funds	249,226	216,696	234,376	187,814	

*Line item contains a decision item.

Appendix A: Numbers Pages

	FY 2016-17 Actual	FY 2017-18 Actual	FY 2018-19 Appropriation	FY 2019-20 Request	Request vs. Appropriation
Operating Expenses	<u>344,445</u>	<u>357,759</u>	<u>357,759</u>	<u>357,759</u>	
General Fund	267,759	267,759	267,759	267,759	
Reappropriated Funds	5,000	5,000	5,000	5,000	
Federal Funds	71,686	85,000	85,000	85,000	
Legal Services	<u>1,824,116</u>	<u>1,890,448</u>	<u>2,030,978</u>	<u>2,353,074</u>	
General Fund	1,820,503	1,826,938	1,962,690	2,273,844	
Cash Funds	3,613	63,510	68,288	79,230	
Payment to Risk Management and Property Funds	<u>4,241,910</u>	<u>5,020,275</u>	<u>5,177,747</u>	<u>4,399,501</u>	
General Fund	4,074,779	4,822,476	4,973,743	4,226,160	
Cash Funds	167,131	197,799	204,004	173,341	
Leased Space	<u>4,491,661</u>	<u>4,841,708</u>	<u>4,993,564</u>	<u>5,196,030</u>	
General Fund	4,240,493	4,572,941	4,713,907	4,905,324	
Cash Funds	251,168	268,767	279,657	290,706	
Capitol Complex Leased Space	<u>58,367</u>	<u>63,551</u>	<u>56,421</u>	<u>55,727</u>	
General Fund	41,695	45,398	40,305	39,809	
Cash Funds	16,672	18,153	16,116	15,918	
Planning and Analysis Contracts	<u>82,410</u>	<u>82,410</u>	<u>82,410</u>	<u>82,410</u>	
General Fund	82,410	82,410	82,410	82,410	
Payments to District Attorneys	<u>469,979</u>	<u>681,102</u>	<u>681,102</u>	<u>681,102</u>	
General Fund	469,979	681,102	681,102	681,102	

Appendix A: Numbers Pages

	FY 2016-17 Actual	FY 2017-18 Actual	FY 2018-19 Appropriation	FY 2019-20 Request	Request vs. Appropriation
Payments to Coroners	<u>32,175</u>	<u>32,175</u>	<u>32,175</u>	<u>32,175</u>	
FTE	0.0	0.0	0.0	0.0	
General Fund	32,175	32,175	32,175	32,175	
Annual depreciation-lease equivalent payments	<u>0</u>	<u>0</u>	<u>0</u>	<u>235,033</u>	
General Fund	0	0	0	235,033	
SUBTOTAL - (A) Executive Director's Office, Subprogram	114,284,929	128,666,568	133,217,955	151,293,877	13.6%
FTE	<u>29.7</u>	<u>28.0</u>	<u>28.0</u>	<u>28.0</u>	<u>(0.0%)</u>
General Fund	110,834,765	124,792,932	129,063,732	146,742,086	13.7%
Cash Funds	3,149,232	3,539,831	3,820,418	4,217,986	10.4%
Reappropriated Funds	229,246	248,805	248,805	248,805	0.0%
Federal Funds	71,686	85,000	85,000	85,000	0.0%

(B) External Capacity Subprogram

Primary Function: Oversee and fund private prisons.

(1) Private Prison Monitoring Unit

Personal Services	<u>1,058,680</u>	<u>1,260,323</u>	<u>1,116,234</u>	<u>1,150,356</u>	
FTE	15.7	15.7	15.7	15.7	
General Fund	1,058,680	1,260,323	1,116,234	1,150,356	
Operating Expenses	<u>183,969</u>	<u>213,443</u>	<u>213,443</u>	<u>213,443</u>	
General Fund	183,969	183,976	183,976	183,976	
Cash Funds	0	29,467	29,467	29,467	

Appendix A: Numbers Pages

	FY 2016-17 Actual	FY 2017-18 Actual	FY 2018-19 Appropriation	FY 2019-20 Request	Request vs. Appropriation
SUBTOTAL -	1,242,649	1,473,766	1,329,677	1,363,799	2.6%
<i>FTE</i>	<u>15.7</u>	<u>15.7</u>	<u>15.7</u>	<u>15.7</u>	0.0%
General Fund	1,242,649	1,444,299	1,300,210	1,334,332	2.6%
Cash Funds	0	29,467	29,467	29,467	0.0%

(2) Payments to House State Prisoners

Payments to local jails	<u>14,094,232</u>	<u>12,645,155</u>	<u>13,413,234</u>	<u>13,584,482</u>	*
General Fund	14,094,232	12,645,155	13,413,234	13,584,482	
Payments to in-state private prisons	<u>59,925,149</u>	<u>64,237,933</u>	<u>59,822,088</u>	<u>65,646,232</u>	*
General Fund	55,364,356	62,737,933	59,822,088	65,646,232	
Cash Funds	4,560,793	1,500,000	0	0	
Payments to pre-release parole revocation facilities	<u>12,471,659</u>	<u>13,603,142</u>	<u>10,765,790</u>	<u>14,808,751</u>	*
General Fund	12,471,659	13,603,142	10,765,790	14,808,751	
Inmate Education and Benefit Programs at In-state Private Prisons	<u>534,079</u>	<u>541,566</u>	<u>541,566</u>	<u>541,566</u>	
General Fund	534,079	541,566	541,566	541,566	
Inmate Education and Benefit Programs at Pre-release Parole Revocation Facilities	<u>119,476</u>	<u>121,151</u>	<u>121,151</u>	<u>121,151</u>	
General Fund	119,476	121,151	121,151	121,151	
Payments to Community Return to Custody Facilities	<u>2,038,156</u>	<u>205,898</u>	<u>0</u>	<u>0</u>	
General Fund	2,038,156	205,898	0	0	

*Line item contains a decision item.

Appendix A: Numbers Pages

	FY 2016-17 Actual	FY 2017-18 Actual	FY 2018-19 Appropriation	FY 2019-20 Request	Request vs. Appropriation
SUBTOTAL -	89,182,751	91,354,845	84,663,829	94,702,182	11.9%
<i>FTE</i>	0.0	0.0	0.0	0.0	0.0%
General Fund	84,621,958	89,854,845	84,663,829	94,702,182	11.9%
Cash Funds	4,560,793	1,500,000	0	0	0.0%
SUBTOTAL - (B) External Capacity Subprogram	90,425,400	92,828,611	85,993,506	96,065,981	11.7%
<i>FTE</i>	15.7	15.7	15.7	15.7	0.0%
General Fund	85,864,607	91,299,144	85,964,039	96,036,514	11.7%
Cash Funds	4,560,793	1,529,467	29,467	29,467	0.0%

(C) Inspector General Subprogram

Primary Function: Investigate crimes within the prison system.

Personal Services	<u>4,004,198</u>	<u>3,340,658</u>	<u>4,241,991</u>	<u>4,449,080</u> *
FTE	0.0	48.2	48.2	49.2
General Fund	4,004,198	3,234,425	4,135,758	4,342,847
Cash Funds	0	106,233	106,233	106,233
Operating Expenses	<u>370,261</u>	<u>428,866</u>	<u>428,873</u>	<u>429,618</u> *
General Fund	370,261	345,679	345,686	346,431
Cash Funds	0	83,187	83,187	83,187
Inspector General Grants	<u>64,636</u>	<u>207,912</u>	<u>207,912</u>	<u>207,912</u>
FTE	0.0	0.0	0.0	0.0
Reappropriated Funds	0	0	0	0
Federal Funds	64,636	207,912	207,912	207,912

*Line item contains a decision item.

Appendix A: Numbers Pages

	FY 2016-17 Actual	FY 2017-18 Actual	FY 2018-19 Appropriation	FY 2019-20 Request	Request vs. Appropriation
SUBTOTAL - (C) Inspector General Subprogram	4,439,095	3,977,436	4,878,776	5,086,610	4.3%
<i>FTE</i>	<u>0.0</u>	<u>48.2</u>	<u>48.2</u>	<u>49.2</u>	<u>2.1%</u>
General Fund	4,374,459	3,580,104	4,481,444	4,689,278	4.6%
Cash Funds	0	189,420	189,420	189,420	0.0%
Reappropriated Funds	0	0	0	0	0.0%
Federal Funds	64,636	207,912	207,912	207,912	0.0%
TOTAL - (1) Management	209,149,424	225,472,615	224,090,237	252,446,468	12.7%
<i>FTE</i>	<u>45.4</u>	<u>91.9</u>	<u>91.9</u>	<u>92.9</u>	<u>1.1%</u>
General Fund	201,073,831	219,672,180	219,509,215	247,467,878	12.7%
Cash Funds	7,710,025	5,258,718	4,039,305	4,436,873	9.8%
Reappropriated Funds	229,246	248,805	248,805	248,805	0.0%
Federal Funds	136,322	292,912	292,912	292,912	0.0%

Appendix A: Numbers Pages

	FY 2016-17 Actual	FY 2017-18 Actual	FY 2018-19 Appropriation	FY 2019-20 Request	Request vs. Appropriation
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(2) INSTITUTIONS

Primary Function: Fund all costs directly attributable to the operation of state-owned and operated prisons. These costs include utilities, maintenance, housing and security, food service, medical services, laundry, superintendents, the Youth Offender System, case management, mental health, inmate pay, and legal access.

(A) Utilities Subprogram

Primary Function: Provide heat, power, water, and sanitation at all facilities.

Personal Services	<u>281,503</u>	<u>251,024</u>	<u>316,808</u>	<u>326,492</u>	
FTE	3.0	2.6	2.6	2.6	
General Fund	281,503	251,024	316,808	326,492	
Utilities	<u>21,936,410</u>	<u>22,062,941</u>	<u>22,062,941</u>	<u>23,571,941</u>	*
General Fund	20,691,398	20,658,871	20,658,871	22,167,871	
Cash Funds	1,245,012	1,404,070	1,404,070	1,404,070	
SUBTOTAL - (A) Utilities Subprogram	22,217,913	22,313,965	22,379,749	23,898,433	6.8%
FTE	3.0	2.6	2.6	2.6	0.0%
General Fund	20,972,901	20,909,895	20,975,679	22,494,363	7.2%
Cash Funds	1,245,012	1,404,070	1,404,070	1,404,070	0.0%

(B) Maintenance Subprogram

Primary Functions Provide grounds and facilities maintenance, including the boiler house, janitorial services, and life safety.

Personal Services	<u>19,751,802</u>	<u>16,350,832</u>	<u>20,104,479</u>	<u>21,992,269</u>	*
FTE	283.3	276.8	276.8	290.8	
General Fund	19,751,802	16,350,832	20,104,479	21,992,269	
Operating Expenses	<u>5,714,110</u>	<u>7,114,522</u>	<u>7,114,522</u>	<u>7,472,431</u>	*
General Fund	5,714,110	7,114,522	7,114,522	7,472,431	

*Line item contains a decision item.

Appendix A: Numbers Pages

	FY 2016-17 Actual	FY 2017-18 Actual	FY 2018-19 Appropriation	FY 2019-20 Request	Request vs. Appropriation
Maintenance Pueblo Campus	<u>1,545,552</u>	<u>2,059,181</u>	<u>2,059,181</u>	<u>2,079,408</u>	
General Fund	1,545,552	2,059,181	2,059,181	2,079,408	
SUBTOTAL - (B) Maintenance Subprogram	27,011,464	25,524,535	29,278,182	31,544,108	7.7%
FTE	<u>283.3</u>	<u>276.8</u>	<u>276.8</u>	<u>290.8</u>	5.1%
General Fund	27,011,464	25,524,535	29,278,182	31,544,108	7.7%

(C) Housing and Security Subprogram

Primary Function: Provide inmate supervision, including the implementation and management of security operations.

Personal Services	<u>167,393,010</u>	<u>114,955,041</u>	<u>171,329,170</u>	<u>195,236,400</u>	*
FTE	2,990.3	2,974.4	2,974.4	3,108.5	
General Fund	167,390,063	114,952,094	171,326,223	195,233,453	
Cash Funds	2,947	2,947	2,947	2,947	
Operating Expenses	<u>1,808,940</u>	<u>1,848,941</u>	<u>1,848,941</u>	<u>1,924,838</u>	*
General Fund	1,808,940	1,848,941	1,848,941	1,924,838	
SUBTOTAL - (C) Housing and Security Subprogram	169,201,950	116,803,982	173,178,111	197,161,238	13.8%
FTE	<u>2,990.3</u>	<u>2,974.4</u>	<u>2,974.4</u>	<u>3,108.5</u>	4.5%
General Fund	169,199,003	116,801,035	173,175,164	197,158,291	13.8%
Cash Funds	2,947	2,947	2,947	2,947	0.0%

(D) Food Service Subprogram

Primary Function: Provide three meals daily to all inmates.

Personal Services	<u>17,825,748</u>	<u>13,250,313</u>	<u>18,237,231</u>	<u>20,122,009</u>	*
FTE	328.7	317.8	317.8	322.8	
General Fund	17,825,748	13,250,313	18,237,231	20,122,009	

*Line item contains a decision item.

Appendix A: Numbers Pages

	FY 2016-17 Actual	FY 2017-18 Actual	FY 2018-19 Appropriation	FY 2019-20 Request	Request vs. Appropriation
Operating Expenses	<u>17,010,023</u>	<u>17,804,557</u>	<u>17,804,557</u>	<u>18,727,960</u> *	
General Fund	16,930,023	17,804,557	17,804,557	18,727,960	
Federal Funds	80,000	0	0	0	
Food Service Pueblo Campus	<u>1,792,915</u>	<u>2,000,369</u>	<u>2,000,369</u>	<u>2,030,375</u> *	
General Fund	1,792,915	2,000,369	2,000,369	2,030,375	
SUBTOTAL - (D) Food Service Subprogram	36,628,686	33,055,239	38,042,157	40,880,344	7.5%
FTE	<u>328.7</u>	<u>317.8</u>	<u>317.8</u>	<u>322.8</u>	1.6%
General Fund	36,548,686	33,055,239	38,042,157	40,880,344	7.5%
Federal Funds	80,000	0	0	0	0.0%

(E) Medical Services Subprogram

Primary Function: Provide acute and long-term health care services for all inmates, using both state employees and contracted health care providers.

Personal Services	<u>31,902,960</u>	<u>20,221,390</u>	<u>38,313,287</u>	<u>42,315,161</u> *	
FTE	387.5	387.5	387.5	417.0	
General Fund	31,664,577	19,983,007	38,074,904	42,063,674	
Cash Funds	238,383	238,383	238,383	251,487	
Operating Expenses	<u>2,579,051</u>	<u>2,579,052</u>	<u>2,579,052</u>	<u>2,600,837</u> *	
General Fund	2,579,051	2,579,052	2,579,052	2,600,837	
Purchase of Pharmaceuticals	<u>15,156,481</u>	<u>18,612,321</u>	<u>14,989,802</u>	<u>16,121,697</u> *	
General Fund	15,156,481	18,612,321	14,989,802	16,121,697	
Hepatitis C Treatment Costs	<u>0</u>	<u>0</u>	<u>20,514,144</u>	<u>20,514,144</u>	
General Fund	0	0	20,514,144	20,514,144	

*Line item contains a decision item.

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	FY 2016-17 Actual	FY 2017-18 Actual	FY 2018-19 Appropriation	FY 2019-20 Request	Request vs. Appropriation
Purchase of Medical Services from Other Medical Facilities	<u>23,737,167</u>	<u>25,698,644</u>	<u>24,893,867</u>	<u>29,863,378</u> *	
General Fund	23,737,167	25,698,644	24,893,867	29,863,378	
Service Contracts	<u>2,490,075</u>	<u>2,524,981</u>	<u>2,550,231</u>	<u>2,575,733</u> *	
General Fund	2,490,075	2,524,981	2,550,231	2,575,733	
Indirect Cost Assessment	<u>1,835</u>	<u>730</u>	<u>1,522</u>	<u>914</u>	
General Fund	0	0	0	0	
Cash Funds	1,835	730	1,522	914	
SUBTOTAL - (E) Medical Services Subprogram	75,867,569	69,637,118	103,841,905	113,991,864	9.8%
FTE	<u>387.5</u>	<u>387.5</u>	<u>387.5</u>	<u>417.0</u>	7.6%
General Fund	75,627,351	69,398,005	103,602,000	113,739,463	9.8%
Cash Funds	240,218	239,113	239,905	252,401	5.2%
(F) Laundry Subprogram					
Primary Function: Issue, clean, and maintain all inmate clothing, bedding, coats, and footwear.					
Personal Services	<u>2,223,488</u>	<u>1,911,168</u>	<u>2,398,955</u>	<u>2,610,774</u> *	
FTE	35.2	37.4	37.4	38.4	
General Fund	2,223,488	1,911,168	2,398,955	2,610,774	
Operating Expenses	<u>2,197,542</u>	<u>2,197,545</u>	<u>2,197,545</u>	<u>2,245,708</u> *	
General Fund	2,197,542	2,197,545	2,197,545	2,245,708	
SUBTOTAL - (F) Laundry Subprogram	4,421,030	4,108,713	4,596,500	4,856,482	5.7%
FTE	<u>35.2</u>	<u>37.4</u>	<u>37.4</u>	<u>38.4</u>	2.7%
General Fund	4,421,030	4,108,713	4,596,500	4,856,482	5.7%

*Line item contains a decision item.

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	FY 2016-17 Actual	FY 2017-18 Actual	FY 2018-19 Appropriation	FY 2019-20 Request	Request vs. Appropriation
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(G) Superintendents Subprogram

Primary Function: Develop facility policies, procedures, and practices that conform with applicable laws, consent decrees, court orders, legislative mandates, and executive orders.

Personal Services	<u>10,915,180</u>	<u>8,836,434</u>	<u>11,323,461</u>	<u>11,970,133</u> *	
FTE	162.7	156.9	156.9	161.9	
General Fund	10,915,180	8,836,434	11,323,461	11,970,133	
Operating Expenses	<u>5,186,951</u>	<u>5,202,001</u>	<u>5,202,001</u>	<u>5,299,221</u> *	
General Fund	5,186,951	5,202,001	5,202,001	5,299,221	
Dress-Out	<u>735,432</u>	<u>735,433</u>	<u>735,433</u>	<u>1,006,280</u> *	
General Fund	735,432	735,433	735,433	1,006,280	
Start-up Costs	<u>45,328</u>	<u>164,117</u>	<u>0</u>	<u>1,462</u> *	
General Fund	45,328	164,117	0	1,462	
SUBTOTAL - (G) Superintendents Subprogram	16,882,891	14,937,985	17,260,895	18,277,096	5.9%
FTE	162.7	156.9	156.9	161.9	3.2%
General Fund	16,882,891	14,937,985	17,260,895	18,277,096	5.9%

(H) Youthful Offender System Subprogram

Primary Function: Target offenders aged 14 to 18 years at the time of offense who have committed violent class 2 to 6 felonies. All sentences are between 2 and 7 years.

Personal Services	<u>10,151,332</u>	<u>7,451,115</u>	<u>10,350,808</u>	<u>11,123,809</u> *	
FTE	167.2	160.7	160.7	160.7	
General Fund	10,151,332	7,451,115	10,350,808	11,123,809	
Operating Expenses	<u>604,704</u>	<u>604,705</u>	<u>604,705</u>	<u>604,705</u>	
General Fund	604,704	604,705	604,705	604,705	

*Line item contains a decision item.

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Contract Services	<u>23,350</u>	<u>28,820</u>	<u>28,820</u>	<u>28,820</u>	
General Fund	23,350	28,820	28,820	28,820	
Maintenance and Food Services	<u>681,030</u>	<u>1,029,249</u>	<u>1,029,249</u>	<u>1,040,901</u>	*
General Fund	681,030	1,029,249	1,029,249	1,040,901	
SUBTOTAL - (H) Youthful Offender System					
Subprogram	11,460,416	9,113,889	12,013,582	12,798,235	6.5%
<i>FTE</i>	<u>167.2</u>	<u>160.7</u>	<u>160.7</u>	<u>160.7</u>	0.0%
General Fund	11,460,416	9,113,889	12,013,582	12,798,235	6.5%
(I) Case Management Subprogram					
Primary Function: Responsible for case analysis, classification reviews, performance assessment, earned time evaluations, sentence computation, and parole preparation.					
Personal Services	<u>17,028,581</u>	<u>13,358,031</u>	<u>17,363,426</u>	<u>18,472,007</u>	*
FTE	245.8	247.3	247.3	257.2	
General Fund	17,028,581	13,358,031	17,363,426	18,472,007	
Operating Expenses	<u>172,581</u>	<u>172,581</u>	<u>172,581</u>	<u>174,810</u>	*
General Fund	172,581	172,581	172,581	174,810	
Offender ID Program	<u>278,214</u>	<u>341,135</u>	<u>341,135</u>	<u>341,135</u>	
General Fund	278,214	341,135	341,135	341,135	
Start-up Costs	<u>0</u>	<u>0</u>	<u>0</u>	<u>4,703</u>	*
General Fund	0	0	0	4,703	
SUBTOTAL - (I) Case Management Subprogram	17,479,376	13,871,747	17,877,142	18,992,655	6.2%
<i>FTE</i>	<u>245.8</u>	<u>247.3</u>	<u>247.3</u>	<u>257.2</u>	4.0%
General Fund	17,479,376	13,871,747	17,877,142	18,992,655	6.2%

*Line item contains a decision item.

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(J) Mental Health Subprogram

Primary Function: Provide a full range of professional psychiatric, psychological, social, and other mental health services to inmates.

Personal Services	<u>11,773,155</u>	<u>8,339,686</u>	<u>10,746,173</u>	<u>12,016,366</u>	*
FTE	122.2	152.9	153.1	164.0	
General Fund	11,773,155	8,339,686	10,746,173	12,016,366	
Reappropriated Funds	0	0	0	0	
Operating Expenses	<u>280,266</u>	<u>280,716</u>	<u>280,766</u>	<u>282,761</u>	*
General Fund	280,266	280,716	280,766	282,761	
Medical Contract Services	<u>4,034,957</u>	<u>4,091,521</u>	<u>4,132,436</u>	<u>4,173,760</u>	*
General Fund	4,034,957	4,091,521	4,132,436	4,173,760	
Start-up Costs	<u>0</u>	<u>0</u>	<u>0</u>	<u>4,703</u>	*
General Fund	0	0	0	4,703	
Start-up Costs	<u>0</u>	<u>4,703</u>	<u>0</u>	<u>0</u>	
General Fund	0	4,703	0	0	
SUBTOTAL - (J) Mental Health Subprogram	16,088,378	12,716,626	15,159,375	16,477,590	8.7%
FTE	<u>122.2</u>	<u>152.9</u>	<u>153.1</u>	<u>164.0</u>	<u>7.1%</u>
General Fund	16,088,378	12,716,626	15,159,375	16,477,590	8.7%
Reappropriated Funds	0	0	0	0	0.0%

*Line item contains a decision item.

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(K) Inmate Pay Subprogram

Primary Function: Provide pay between \$0.23 and \$0.60 per day to inmates for labor positions such as janitorial services, facility maintenance, food services, laundry, grounds keeping, etc.

Inmate Pay	<u>2,247,885</u>	<u>2,247,885</u>	<u>2,347,885</u>	<u>2,459,296</u> *	
General Fund	2,247,885	2,247,885	2,347,885	2,459,296	
SUBTOTAL - (K) Inmate Pay Subprogram	2,247,885	2,247,885	2,347,885	2,459,296	4.7%
FTE	<u>0.0</u>	<u>0.0</u>	<u>0.0</u>	<u>0.0</u>	0.0%
General Fund	2,247,885	2,247,885	2,347,885	2,459,296	4.7%

(L) Legal Access Subprogram

Primary Function: Provide inmates with resources to research and file claims with the courts.

Personal Services	<u>1,369,731</u>	<u>959,724</u>	<u>1,414,108</u>	<u>1,457,334</u>	
FTE	23.3	21.5	21.5	21.5	
General Fund	1,369,731	959,724	1,414,108	1,457,334	
Operating Expenses	<u>299,602</u>	<u>299,602</u>	<u>299,602</u>	<u>299,602</u>	
General Fund	299,602	299,602	299,602	299,602	
Contract Services	<u>70,905</u>	<u>70,905</u>	<u>70,905</u>	<u>70,905</u>	
General Fund	70,905	70,905	70,905	70,905	
SUBTOTAL - (L) Legal Access Subprogram	1,740,238	1,330,231	1,784,615	1,827,841	2.4%
FTE	<u>23.3</u>	<u>21.5</u>	<u>21.5</u>	<u>21.5</u>	0.0%
General Fund	1,740,238	1,330,231	1,784,615	1,827,841	2.4%

*Line item contains a decision item.

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(M) Capital Lease Purchase Payments

Primary Function: Fund the payments that must be made on the Certificates of Participation for Centennial South Correctional Facility (formerly called CSP II).

Lease Purchase of Colorado State Penitentiary II	<u>20,258,268</u>	<u>20,256,546</u>	<u>20,255,668</u>	<u>0</u>	
General Fund	20,258,268	20,256,546	20,255,668	0	

SUBTOTAL - (M) Capital Lease Purchase Payments	20,258,268	20,256,546	20,255,668	0	(100.0%)
<i>FTE</i>	<u>0.0</u>	<u>0.0</u>	<u>0.0</u>	<u>0.0</u>	<u>0.0%</u>
General Fund	20,258,268	20,256,546	20,255,668	0	(100.0%)

TOTAL - (2) Institutions	421,506,064	345,918,461	458,015,766	483,165,182	5.5%
<i>FTE</i>	<u>4,749.2</u>	<u>4,735.8</u>	<u>4,736.0</u>	<u>4,945.4</u>	<u>4.4%</u>
General Fund	419,937,887	344,272,331	456,368,844	481,505,764	5.5%
Cash Funds	1,488,177	1,646,130	1,646,922	1,659,418	0.8%
Reappropriated Funds	0	0	0	0	0.0%
Federal Funds	80,000	0	0	0	0.0%

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(3) SUPPORT SERVICES

Primary Functions: Contains the costs associated with the Department's support programs, including business operations, personnel, offender services, transportation, training, information services, and facility services.

(A) Business Operations Subprogram

Primary Function: Provide fiscal management and budgeting services for the Department.

Personal Services	<u>6,105,068</u>	<u>4,615,989</u>	<u>6,299,274</u>	<u>6,538,569</u> *
FTE	102.2	99.8	99.8	100.8
General Fund	5,227,744	2,854,393	5,154,702	5,350,071
Cash Funds	40,297	40,297	41,897	44,200
Reappropriated Funds	837,027	1,721,299	1,102,675	1,144,298
Operating Expenses	<u>234,199</u>	<u>234,201</u>	<u>234,201</u>	<u>234,701</u> *
General Fund	234,199	234,201	234,201	234,701

SUBTOTAL - (A) Business Operations Subprogram	6,339,267	4,850,190	6,533,475	6,773,270	3.7%
FTE	<u>102.2</u>	<u>99.8</u>	<u>99.8</u>	<u>100.8</u>	<u>1.0%</u>
General Fund	5,461,943	3,088,594	5,388,903	5,584,772	3.6%
Cash Funds	40,297	40,297	41,897	44,200	5.5%
Reappropriated Funds	837,027	1,721,299	1,102,675	1,144,298	3.8%

(B) Personnel Subprogram

Primary Function: Provides human resources services, including recruitment, examination, position classification, personnel records, affirmative action, appeals, grievance, and benefits administration.

Personal Services	<u>1,271,310</u>	<u>1,034,820</u>	<u>1,393,681</u>	<u>1,436,283</u>
FTE	16.9	18.7	18.7	18.7
General Fund	1,271,310	1,034,820	1,393,681	1,436,283

*Line item contains a decision item.

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Operating Expenses	<u>86,927</u>	<u>86,931</u>	<u>86,931</u>	<u>86,931</u>	
General Fund	86,927	86,931	86,931	86,931	
SUBTOTAL - (B) Personnel Subprogram	1,358,237	1,121,751	1,480,612	1,523,214	2.9%
FTE	<u>16.9</u>	<u>18.7</u>	<u>18.7</u>	<u>18.7</u>	0.0%
General Fund	1,358,237	1,121,751	1,480,612	1,523,214	2.9%

(C) Offender Services Subprogram

Primary Function: Provide offender population management, offender classification, offender case management, sentence computation, release operations, jail backlog monitoring, etc.

Personal Services	<u>2,848,778</u>	<u>2,577,664</u>	<u>3,097,919</u>	<u>3,192,617</u>	
FTE	47.1	44.1	44.1	44.1	
General Fund	2,848,778	2,577,664	3,097,919	3,192,617	
Operating Expenses	<u>62,041</u>	<u>62,044</u>	<u>62,044</u>	<u>62,044</u>	
General Fund	62,041	62,044	62,044	62,044	
SUBTOTAL - (C) Offender Services Subprogram	2,910,819	2,639,708	3,159,963	3,254,661	3.0%
FTE	<u>47.1</u>	<u>44.1</u>	<u>44.1</u>	<u>44.1</u>	0.0%
General Fund	2,910,819	2,639,708	3,159,963	3,254,661	3.0%

(D) Communications Subprogram

Primary Function: Manage communication systems, including radio, cellular telephones, pagers, and video conferences.

Operating Expenses	<u>1,624,770</u>	<u>1,626,840</u>	<u>1,627,515</u>	<u>1,628,865</u> *
General Fund	1,624,770	1,626,840	1,627,515	1,628,865
Dispatch Services	<u>176,715</u>	<u>224,477</u>	<u>224,477</u>	<u>224,477</u>
General Fund	176,715	224,477	224,477	224,477

*Line item contains a decision item.

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SUBTOTAL - (D) Communications Subprogram	1,801,485	1,851,317	1,851,992	1,853,342	0.1%
<i>FTE</i>	0.0	0.0	0.0	0.0	0.0%
General Fund	1,801,485	1,851,317	1,851,992	1,853,342	0.1%

(E) Transportation Subprogram

Primary Function: Manage the Department's vehicle fleet as well as the Central Transportation Unit, which transports offenders.

Personal Services	<u>2,125,150</u>	<u>1,492,595</u>	<u>2,174,797</u>	<u>2,350,495</u>	*
<i>FTE</i>	36.6	35.9	35.9	35.9	
General Fund	2,125,150	1,492,595	2,174,797	2,350,495	
Operating Expenses	<u>433,535</u>	<u>433,538</u>	<u>433,538</u>	<u>433,538</u>	
General Fund	433,535	433,538	433,538	433,538	
Vehicle Lease Payments	<u>2,733,735</u>	<u>3,206,280</u>	<u>3,588,635</u>	<u>3,498,559</u>	*
General Fund	2,255,538	2,608,657	2,925,476	2,841,603	
Cash Funds	478,197	597,623	663,159	656,956	
SUBTOTAL - (E) Transportation Subprogram	5,292,420	5,132,413	6,196,970	6,282,592	1.4%
<i>FTE</i>	36.6	35.9	35.9	35.9	0.0%
General Fund	4,814,223	4,534,790	5,533,811	5,625,636	1.7%
Cash Funds	478,197	597,623	663,159	656,956	(0.9%)

(F) Training Subprogram

Primary Function: Provide basic, extended, in-service, and advanced training to DOC employees.

Personal Services	<u>2,235,497</u>	<u>1,619,179</u>	<u>2,332,114</u>	<u>2,403,403</u>	
<i>FTE</i>	32.2	33.0	33.0	33.0	
General Fund	2,235,497	1,619,179	2,332,114	2,403,403	

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Operating Expenses	<u>287,002</u>	<u>287,124</u>	<u>287,131</u>	<u>290,244</u> *	
General Fund	287,002	287,124	287,131	290,244	
SUBTOTAL - (F) Training Subprogram	2,522,499	1,906,303	2,619,245	2,693,647	2.8%
FTE	<u>32.2</u>	<u>33.0</u>	<u>33.0</u>	<u>33.0</u>	0.0%
General Fund	2,522,499	1,906,303	2,619,245	2,693,647	2.8%

(G) Information Systems Subprogram

Primary Function: Develop and maintain of automated information systems within the DOC. The services are provided by OIT.

Operating Expenses	<u>1,644,322</u>	<u>1,645,262</u>	<u>1,391,217</u>	<u>1,393,177</u> *	
General Fund	1,644,322	1,645,262	1,391,217	1,393,177	
Payments to OIT	<u>16,631,013</u>	<u>19,723,993</u>	<u>23,194,365</u>	<u>28,786,259</u> *	
General Fund	16,531,206	19,606,251	23,060,038	28,635,680	
Cash Funds	99,807	117,742	134,327	150,579	
CORE Operations	<u>404,620</u>	<u>418,183</u>	<u>464,392</u>	<u>384,459</u>	
General Fund	356,852	368,814	409,594	339,093	
Cash Funds	22,903	23,671	26,470	21,914	
Reappropriated Funds	24,865	25,698	28,328	23,452	
SUBTOTAL - (G) Information Systems Subprogram	18,679,955	21,787,438	25,049,974	30,563,895	22.0%
FTE	<u>0.0</u>	<u>0.0</u>	<u>0.0</u>	<u>0.0</u>	0.0%
General Fund	18,532,380	21,620,327	24,860,849	30,367,950	22.2%
Cash Funds	122,710	141,413	160,797	172,493	7.3%
Reappropriated Funds	24,865	25,698	28,328	23,452	(17.2%)

*Line item contains a decision item.

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(H) Facility Services Subprogram

Primary Function: Contractor/design team selection, design review, contract administration, and fiscal management of the DOC's capital construction and controlled maintenance projects.

Personal Services	<u>893,622</u>	<u>813,411</u>	<u>983,276</u>	<u>1,013,333</u>	
FTE	9.8	9.7	9.7	9.7	
General Fund	893,622	813,411	983,276	1,013,333	
Operating Expenses	<u>83,096</u>	<u>83,096</u>	<u>83,096</u>	<u>83,096</u>	
General Fund	83,096	83,096	83,096	83,096	
SUBTOTAL - (H) Facility Services Subprogram	976,718	896,507	1,066,372	1,096,429	2.8%
FTE	<u>9.8</u>	<u>9.7</u>	<u>9.7</u>	<u>9.7</u>	0.0%
General Fund	976,718	896,507	1,066,372	1,096,429	2.8%
TOTAL - (3) Support Services	39,881,400	40,185,627	47,958,603	54,041,050	12.7%
FTE	244.8	241.2	241.2	242.2	0.4%
General Fund	38,378,304	37,659,297	45,961,747	51,999,651	13.1%
Cash Funds	641,204	779,333	865,853	873,649	0.9%
Reappropriated Funds	861,892	1,746,997	1,131,003	1,167,750	3.2%

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(4) INMATE PROGRAMS

Primary Function: Includes the Department's educational, vocational, recreational, and labor programs for offenders, as well as Sex Offender Treatment and Drug and Alcohol Treatment.

(A) Labor Subprogram

Primary Function: Supervise inmate work assignments involving physical labor to assist the DOC and outside agencies with reclamation, landscaping, construction, etc.

Personal Services	<u>5,187,610</u>	<u>4,021,545</u>	<u>5,368,132</u>	<u>5,834,094</u>	*
FTE	92.8	88.7	88.7	88.7	
General Fund	5,187,610	4,021,545	5,368,132	5,834,094	
Operating Expenses	<u>88,014</u>	<u>88,017</u>	<u>88,017</u>	<u>88,017</u>	
General Fund	88,014	88,017	88,017	88,017	
SUBTOTAL - (A) Labor Subprogram	5,275,624	4,109,562	5,456,149	5,922,111	8.5%
FTE	<u>92.8</u>	<u>88.7</u>	<u>88.7</u>	<u>88.7</u>	0.0%
General Fund	5,275,624	4,109,562	5,456,149	5,922,111	8.5%

(B) Education Subprogram

Primary Function: Assist inmates in improving basic skills such as English, reading, writing, spelling, and math.

Personal Services	<u>13,116,015</u>	<u>11,257,167</u>	<u>13,633,002</u>	<u>14,529,487</u>	*
FTE	197.0	192.6	193.1	201.0	
General Fund	13,116,015	11,257,167	13,633,002	14,529,487	
Operating Expenses	<u>3,898,708</u>	<u>4,520,963</u>	<u>4,521,163</u>	<u>4,546,118</u>	*
General Fund	2,814,746	2,816,546	2,816,746	2,817,246	
Cash Funds	918,482	1,293,402	1,293,402	1,317,857	
Reappropriated Funds	165,480	411,015	411,015	411,015	

*Line item contains a decision item.

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Contract Services	<u>237,128</u>	<u>237,128</u>	<u>237,128</u>	<u>237,128</u>	
General Fund	237,128	237,128	237,128	237,128	
Education Grants	<u>91,865</u>	<u>80,060</u>	<u>80,060</u>	<u>80,060</u>	
FTE	2.0	2.0	2.0	2.0	
Cash Funds	0	10,000	10,000	10,000	
Reappropriated Funds	0	42,410	42,410	42,410	
Federal Funds	91,865	27,650	27,650	27,650	
Start-up Costs	<u>0</u>	<u>18,812</u>	<u>0</u>	<u>4,703</u>	*
General Fund	0	18,812	0	4,703	
Indirect Cost Assessment	<u>377</u>	<u>311</u>	<u>0</u>	<u>0</u>	
General Fund	0	0	0	0	
Federal Funds	377	311	0	0	
SUBTOTAL - (B) Education Subprogram	17,344,093	16,114,441	18,471,353	19,397,496	5.0%
FTE	<u>199.0</u>	<u>194.6</u>	<u>195.1</u>	<u>203.0</u>	4.0%
General Fund	16,167,889	14,329,653	16,686,876	17,588,564	5.4%
Cash Funds	918,482	1,303,402	1,303,402	1,327,857	1.9%
Reappropriated Funds	165,480	453,425	453,425	453,425	0.0%
Federal Funds	92,242	27,961	27,650	27,650	0.0%

(C) Recreation Subprogram

Primary Function: Develop, implement, and supervise recreational programs including leisure time activities and outdoor exercise.

Personal Services	<u>6,766,178</u>	<u>4,589,078</u>	<u>6,882,514</u>	<u>7,828,151</u>	*
FTE	123.1	116.7	116.7	123.5	
General Fund	6,766,178	4,589,078	6,882,514	7,828,151	

*Line item contains a decision item.

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	FY 2016-17 Actual	FY 2017-18 Actual	FY 2018-19 Appropriation	FY 2019-20 Request	Request vs. Appropriation
Operating Expenses	<u>71,229</u>	<u>71,232</u>	<u>71,232</u>	<u>74,906</u> *	
Cash Funds	71,229	71,232	71,232	74,906	
SUBTOTAL - (C) Recreation Subprogram	6,837,407	4,660,310	6,953,746	7,903,057	13.7%
FTE	<u>123.1</u>	<u>116.7</u>	<u>116.7</u>	<u>123.5</u>	<u>5.8%</u>
General Fund	6,766,178	4,589,078	6,882,514	7,828,151	13.7%
Cash Funds	71,229	71,232	71,232	74,906	5.2%

(D) Drug and Alcohol Treatment Subprogram

Primary Function: Provide drug and alcohol treatment services to inmates.

Personal Services	<u>4,970,855</u>	<u>4,720,946</u>	<u>5,424,050</u>	<u>5,769,682</u> *	
FTE	74.5	85.4	85.4	88.4	
General Fund	4,970,855	4,720,946	5,424,050	5,769,682	
Operating Expenses	<u>110,927</u>	<u>110,932</u>	<u>110,932</u>	<u>112,432</u> *	
General Fund	110,927	110,932	110,932	112,432	
Services for Substance Abuse and Co-occurring Disorders	<u>995,127</u>	<u>1,009,077</u>	<u>1,027,121</u>	<u>1,037,392</u> *	
Reappropriated Funds	995,127	1,009,077	1,027,121	1,037,392	
Contract Services	<u>2,277,864</u>	<u>2,459,804</u>	<u>2,487,199</u>	<u>2,512,071</u> *	
General Fund	1,927,864	2,104,898	2,125,947	2,147,206	
Reappropriated Funds	350,000	354,906	361,252	364,865	
Treatment Grants	<u>133,837</u>	<u>126,682</u>	<u>126,682</u>	<u>126,682</u>	
Reappropriated Funds	0	126,682	126,682	126,682	
Federal Funds	133,837	0	0	0	

*Line item contains a decision item.

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SUBTOTAL - (D) Drug and Alcohol Treatment					
Subprogram	8,488,610	8,427,441	9,175,984	9,558,259	4.2%
<i>FTE</i>	<u>74.5</u>	<u>85.4</u>	<u>85.4</u>	<u>88.4</u>	<u>3.5%</u>
General Fund	7,009,646	6,936,776	7,660,929	8,029,320	4.8%
Reappropriated Funds	1,345,127	1,490,665	1,515,055	1,528,939	0.9%
Federal Funds	133,837	0	0	0	0.0%

(E) Sex Offender Treatment Subprogram

Primary Function: Provide treatment to sex offenders who are motivated to eliminate such behavior.

Personal Services	<u>3,525,727</u>	<u>2,040,205</u>	<u>3,110,435</u>	<u>3,204,561</u>	
FTE	47.1	55.8	55.8	55.8	
General Fund	3,496,186	2,010,164	3,079,201	3,173,327	
Cash Funds	29,541	30,041	31,234	31,234	
Operating Expenses	<u>92,273 0.0</u>	<u>92,276 0.0</u>	<u>92,276</u>	<u>92,276</u>	
General Fund	91,773	91,776	91,776	91,776	
Cash Funds	500	500	500	500	
Polygraph Testing	<u>230,675</u>	<u>242,500</u>	<u>242,500</u>	<u>242,500</u>	
General Fund	230,675	242,500	242,500	242,500	
Sex Offender Treatment Grants	<u>78,232</u>	<u>65,597</u>	<u>65,597</u>	<u>65,597</u>	
Federal Funds	78,232	65,597	65,597	65,597	

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SUBTOTAL - (E) Sex Offender Treatment					
Subprogram	3,926,907	2,440,578	3,510,808	3,604,934	2.7%
<i>FTE</i>	<u>47.1</u>	<u>55.8</u>	<u>55.8</u>	<u>55.8</u>	<u>0.0%</u>
General Fund	3,818,634	2,344,440	3,413,477	3,507,603	2.8%
Cash Funds	30,041	30,541	31,734	31,734	0.0%
Federal Funds	78,232	65,597	65,597	65,597	0.0%

(F) Volunteers Subprogram

Primary Function: Manage volunteer programs, including volunteer chaplain services to inmates.

Personal Services	<u>426,933</u>	<u>160,325</u>	<u>434,252</u>	<u>447,527</u>	
<i>FTE</i>	<u>7.1</u>	<u>8.0</u>	<u>8.0</u>	<u>8.0</u>	
General Fund	426,933	160,325	434,252	447,527	
Cash Funds	0	0	0	0	
Operating Expenses	<u>17,908</u>	<u>17,912</u>	<u>17,912</u>	<u>17,912</u>	
General Fund	17,908	17,912	17,912	17,912	
SUBTOTAL - (F) Volunteers Subprogram					
	444,841	178,237	452,164	465,439	2.9%
<i>FTE</i>	<u>7.1</u>	<u>8.0</u>	<u>8.0</u>	<u>8.0</u>	<u>0.0%</u>
General Fund	444,841	178,237	452,164	465,439	2.9%
Cash Funds	0	0	0	0	0.0%

TOTAL - (4) Inmate Programs	42,317,482	35,930,569	44,020,204	46,851,296	6.4%
<i>FTE</i>	<u>543.6</u>	<u>549.2</u>	<u>549.7</u>	<u>567.4</u>	<u>3.2%</u>
General Fund	39,482,812	32,487,746	40,552,109	43,341,188	6.9%
Cash Funds	1,019,752	1,405,175	1,406,368	1,434,497	2.0%
Reappropriated Funds	1,510,607	1,944,090	1,968,480	1,982,364	0.7%
Federal Funds	304,311	93,558	93,247	93,247	0.0%

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(5) COMMUNITY SERVICES

Primary Function: Monitors and supervises offenders who are on parole, in community corrections facilities prior to parole, living in private residences under intensive supervision prior to parole, and in Youthful Offender System aftercare.

(A) Parole Subprogram

Primary Function: Supervise offenders who have been placed on parole by the Parole Board, including high-risk offenders who are on intensive supervision parole.

Personal Services	<u>17,350,072</u>	<u>13,184,749</u>	<u>17,889,390</u>	<u>18,489,549</u>	*
FTE	254.9	294.0	292.2	293.2	
General Fund	17,350,072	13,184,749	17,889,390	18,489,549	
Operating Expenses	<u>2,612,237</u>	<u>2,617,703</u>	<u>2,610,840</u>	<u>2,611,340</u>	*
General Fund	2,612,237	2,617,703	2,610,840	2,611,340	
Parolee Supervision and Support Services	<u>7,637,953</u>	<u>7,732,631</u>	<u>9,094,909</u>	<u>10,459,046</u>	*
General Fund	5,500,853	5,565,923	6,906,784	8,249,290	
Reappropriated Funds	2,137,100	2,166,708	2,188,125	2,209,756	
Wrap-Around Services Program	<u>1,834,291</u>	<u>1,860,004</u>	<u>1,878,604</u>	<u>2,162,084</u>	*
General Fund	1,834,291	1,860,004	1,878,604	2,162,084	
Grants to Community-based Organizations for Parolee Support	<u>1,710,000</u>	<u>1,733,971</u>	<u>5,019,971</u>	<u>4,928,396</u>	*
General Fund	1,710,000	1,733,971	1,733,971	4,928,396	
Reappropriated Funds	0	0	3,286,000	0	
Non-residential Services	<u>1,215,818</u>	<u>1,215,818</u>	<u>0</u>	<u>0</u>	
General Fund	1,215,818	1,215,818	0	0	

*Line item contains a decision item.

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Home Detention	<u>69,383</u>	<u>69,383</u>	<u>0</u>	<u>0</u>	
General Fund	69,383	69,383	0	0	
SUBTOTAL - (A) Parole Subprogram	32,429,754	28,414,259	36,493,714	38,650,415	5.9%
FTE	<u>254.9</u>	<u>294.0</u>	<u>292.2</u>	<u>293.2</u>	0.3%
General Fund	30,292,654	26,247,551	31,019,589	36,440,659	17.5%
Reappropriated Funds	2,137,100	2,166,708	5,474,125	2,209,756	(59.6%)

(B) Community Supervision Subprogram

(1) Community Supervision

Personal Services	<u>5,922,197</u>	<u>4,519,142</u>	<u>6,093,776</u>	<u>6,280,052</u>	
FTE	84.5	83.8	83.8	83.8	
General Fund	5,922,197	4,519,142	6,093,776	6,280,052	
Operating Expenses	<u>632,650</u>	<u>632,650</u>	<u>632,650</u>	<u>632,650</u>	
General Fund	632,650	632,650	632,650	632,650	
Psychotropic Medication	<u>77,961</u>	<u>131,400</u>	<u>131,400</u>	<u>131,400</u>	
General Fund	77,961	131,400	131,400	131,400	
Community Supervision Support Services	<u>2,703,453</u>	<u>2,952,822</u>	<u>3,933,598</u>	<u>3,972,609</u>	*
General Fund	2,703,453	2,952,822	3,901,123	3,940,134	
Reappropriated Funds	0	0	32,475	32,475	
Community Mental Health Services	<u>640,062</u>	<u>649,034</u>	<u>0</u>	<u>0</u>	
General Fund	640,062	649,034	0	0	
Contract Services for High Risk Offenders	<u>221,200</u>	<u>221,200</u>	<u>0</u>	<u>0</u>	
General Fund	221,200	221,200	0	0	

*Line item contains a decision item.

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Contract Services for Fugitive Returns	<u>64,589</u>	<u>74,524</u>	<u>0</u>	<u>0</u>	
General Fund	42,049	42,049	0	0	
Reappropriated Funds	22,540	32,475	0	0	
SUBTOTAL -	10,262,112	9,180,772	10,791,424	11,016,711	2.1%
FTE	<u>84.5</u>	<u>83.8</u>	<u>83.8</u>	<u>83.8</u>	0.0%
General Fund	10,239,572	9,148,297	10,758,949	10,984,236	2.1%
Reappropriated Funds	22,540	32,475	32,475	32,475	0.0%
(2) Youthful Offender System Aftercare					
Personal Services	<u>364,257</u>	<u>445,211</u>	<u>532,124</u>	<u>548,390</u>	
FTE	5.2	8.0	8.0	8.0	
General Fund	364,257	445,211	532,124	548,390	
Operating Expenses	<u>141,067</u>	<u>141,067</u>	<u>141,067</u>	<u>141,067</u>	
General Fund	141,067	141,067	141,067	141,067	
Contract Services	<u>1,062,396</u>	<u>1,022,396</u>	<u>1,022,396</u>	<u>1,022,396</u>	
General Fund	1,062,396	1,022,396	1,022,396	1,022,396	
SUBTOTAL -	1,567,720	1,608,674	1,695,587	1,711,853	1.0%
FTE	<u>5.2</u>	<u>8.0</u>	<u>8.0</u>	<u>8.0</u>	0.0%
General Fund	1,567,720	1,608,674	1,695,587	1,711,853	1.0%
SUBTOTAL - (B) Community Supervision					
Subprogram	11,829,832	10,789,446	12,487,011	12,728,564	1.9%
FTE	<u>89.7</u>	<u>91.8</u>	<u>91.8</u>	<u>91.8</u>	0.0%
General Fund	11,807,292	10,756,971	12,454,536	12,696,089	1.9%
Reappropriated Funds	22,540	32,475	32,475	32,475	0.0%

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(C) Community Re-entry Subprogram

Primary Function: Provide emergency assistance to inmates who require temporary shelter, work clothes, bus tokens, small work tools, or other short-term emergency assistance upon release from custody.

Personal Services	<u>2,366,942</u>	<u>1,892,834</u>	<u>2,437,735</u>	<u>2,568,625</u>	*
FTE	38.2	41.6	41.6	42.6	
General Fund	2,366,942	1,892,834	2,437,735	2,568,625	
Operating Expenses	<u>146,199</u>	<u>146,202</u>	<u>146,202</u>	<u>146,702</u>	*
General Fund	146,199	146,202	146,202	146,702	
Offender Emergency Assistance	<u>96,763</u>	<u>96,768</u>	<u>96,768</u>	<u>96,768</u>	
General Fund	96,763	96,768	96,768	96,768	
Contract Services	<u>166,571</u>	<u>190,000</u>	<u>190,000</u>	<u>190,000</u>	
General Fund	166,571	190,000	190,000	190,000	
Offender Re-employment Center	<u>364,000</u>	<u>374,000</u>	<u>374,000</u>	<u>374,000</u>	
General Fund	364,000	364,000	364,000	364,000	
Cash Funds	0	10,000	10,000	10,000	
Community Reintegration Grants	<u>177,831</u>	<u>39,098</u>	<u>39,098</u>	<u>39,098</u>	
FTE	1.0	1.0	1.0	1.0	
Reappropriated Funds	0	0	0	0	
Federal Funds	177,831	39,098	39,098	39,098	

*Line item contains a decision item.

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SUBTOTAL - (C) Community Re-entry Subprogram	3,318,306	2,738,902	3,283,803	3,415,193	4.0%
<i>FTE</i>	<u>39.2</u>	<u>42.6</u>	<u>42.6</u>	<u>43.6</u>	<u>2.3%</u>
General Fund	3,140,475	2,689,804	3,234,705	3,366,095	4.1%
Cash Funds	0	10,000	10,000	10,000	0.0%
Reappropriated Funds	0	0	0	0	0.0%
Federal Funds	177,831	39,098	39,098	39,098	0.0%
TOTAL - (5) Community Services	47,577,892	41,942,607	52,264,528	54,794,172	4.8%
<i>FTE</i>	<u>383.8</u>	<u>428.4</u>	<u>426.6</u>	<u>428.6</u>	<u>0.5%</u>
General Fund	45,240,421	39,694,326	46,708,830	52,502,843	12.4%
Cash Funds	0	10,000	10,000	10,000	0.0%
Reappropriated Funds	2,159,640	2,199,183	5,506,600	2,242,231	(59.3%)
Federal Funds	177,831	39,098	39,098	39,098	0.0%

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(6) PAROLE BOARD

Primary Function: Conduct all parole application and parole revocation hearings.

Personal Services	<u>1,289,440</u>	<u>951,387</u>	<u>1,401,775</u>	<u>1,444,625</u>	
FTE	17.8	17.5	17.5	17.5	
General Fund	1,289,440	951,387	1,401,775	1,444,625	
Operating Expenses	<u>101,042</u>	<u>106,390</u>	<u>106,390</u>	<u>106,390</u>	
General Fund	101,042	106,390	106,390	106,390	
Contract Services	<u>225,012</u>	<u>272,437</u>	<u>272,437</u>	<u>272,437</u>	
General Fund	225,012	272,437	272,437	272,437	
TOTAL - (6) Parole Board	1,615,494	1,330,214	1,780,602	1,823,452	2.4%
FTE	17.8	17.5	17.5	17.5	0.0%
General Fund	1,615,494	1,330,214	1,780,602	1,823,452	2.4%

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(7) CORRECTIONAL INDUSTRIES

Primary Function: Employ inmates in profit-oriented industries, usually within DOC facilities.

Personal Services	<u>8,892,732</u>	<u>8,212,904</u>	<u>10,801,161</u>	<u>11,417,497</u> *	
FTE	135.4	155.0	155.0	155.0	
General Fund	0	(2,436,394)	0	0	
Cash Funds	1,721,729	3,478,295	3,630,158	3,837,425	
Reappropriated Funds	7,171,003	7,171,003	7,171,003	7,580,072	
Operating Expenses	<u>4,758,093</u>	<u>6,689,926</u>	<u>6,689,926</u>	<u>6,689,926</u>	
Cash Funds	289,381	1,817,327	1,817,327	1,817,327	
Reappropriated Funds	4,468,712	4,872,599	4,872,599	4,872,599	
Raw Materials	<u>20,306,391</u>	<u>38,878,810</u>	<u>38,878,810</u>	<u>38,878,810</u>	
Cash Funds	2,539,257	8,441,080	8,441,080	8,441,080	
Reappropriated Funds	17,767,134	30,437,730	30,437,730	30,437,730	
Inmate Pay	<u>2,084,367</u>	<u>2,498,992</u>	<u>2,592,992</u>	<u>2,752,239</u>	
Cash Funds	580,375	861,343	955,343	1,114,590	
Reappropriated Funds	1,503,992	1,637,649	1,637,649	1,637,649	
Capital Outlay	<u>138,772</u>	<u>1,406,200</u>	<u>1,406,200</u>	<u>1,406,200</u>	
Cash Funds	46,825	337,094	337,094	337,094	
Reappropriated Funds	91,947	1,069,106	1,069,106	1,069,106	
Correctional Industries Grants	<u>5,295,893</u>	<u>2,500,000</u>	<u>2,500,000</u>	<u>2,500,000</u>	
Federal Funds	5,295,893	2,500,000	2,500,000	2,500,000	

*Line item contains a decision item.

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Indirect Cost Assessment	<u>755,946</u>	<u>1,650,611</u>	<u>1,019,890</u>	<u>1,067,491</u>	
Cash Funds	131,587	115,923	135,538	126,403	
Reappropriated Funds	275,402	292,966	293,542	291,033	
Federal Funds	348,957	1,241,722	590,810	650,055	
TOTAL - (7) Correctional Industries	42,232,194	61,837,443	63,888,979	64,712,163	1.3%
<i>FTE</i>	<u>135.4</u>	<u>155.0</u>	<u>155.0</u>	<u>155.0</u>	0.0%
General Fund	0	(2,436,394)	0	0	0.0%
Cash Funds	5,309,154	15,051,062	15,316,540	15,673,919	2.3%
Reappropriated Funds	31,278,190	45,481,053	45,481,629	45,888,189	0.9%
Federal Funds	5,644,850	3,741,722	3,090,810	3,150,055	1.9%

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(8) CANTEEN OPERATIONS

Primary Function: Sell snacks, personal care products, TV's, phone time, and other items to DOC inmates at all DOC facilities.

Personal Services	<u>1,800,878</u>	<u>1,698,748</u>	<u>2,118,188</u>	<u>2,234,624</u>	
FTE	28.0	28.0	28.0	28.0	
General Fund	0	(338,512)	0	0	
Cash Funds	1,800,878	2,037,260	2,118,188	2,234,624	
Operating Expenses	<u>15,362,528</u>	<u>12,851,987</u>	<u>12,851,987</u>	<u>18,930,041</u>	
Cash Funds	15,362,528	12,851,987	12,851,987	18,930,041	
Inmate Pay	<u>52,930</u>	<u>73,626</u>	<u>73,626</u>	<u>73,626</u>	
Cash Funds	52,930	73,626	73,626	73,626	
Indirect Cost Assessment	<u>78,870</u>	<u>69,649</u>	<u>81,265</u>	<u>75,895</u>	
General Fund	0	0	0	0	
Cash Funds	78,870	69,649	81,265	75,895	
TOTAL - (8) Canteen Operations	17,295,206	14,694,010	15,125,066	21,314,186	40.9%
FTE	<u>28.0</u>	<u>28.0</u>	<u>28.0</u>	<u>28.0</u>	0.0%
General Fund	0	(338,512)	0	0	0.0%
Cash Funds	17,295,206	15,032,522	15,125,066	21,314,186	40.9%
TOTAL - Department of Corrections	821,575,156	767,311,546	907,143,985	979,147,969	7.9%
FTE	<u>6,148.0</u>	<u>6,247.0</u>	<u>6,245.9</u>	<u>6,477.0</u>	3.7%
General Fund	745,728,749	672,341,188	810,881,347	878,640,776	8.4%
Cash Funds	33,463,518	39,182,940	38,410,054	45,402,542	18.2%
Reappropriated Funds	36,039,575	51,620,128	54,336,517	51,529,339	(5.2%)
Federal Funds	6,343,314	4,167,290	3,516,067	3,575,312	1.7%

APPENDIX B

RECENT LEGISLATION AFFECTING DEPARTMENT BUDGET

2017 SESSION BILLS

S.B. 17-159 (SUPPLEMENTAL APPROPRIATION): Supplemental appropriation to the Department of Corrections to modify FY 2016-17 appropriations included in the FY 2016-17 Long Bill (H.B. 16-1405).

S.B. 17-176 (Motor Vehicle License Plate Appropriation): Authorizes the use of the Colorado State Titling and Registration (CSTAR) Account in the Highway Users Tax Fund by the Department of Revenue to purchase license plates, decals, and validating tabs from the Department of Corrections. Provides \$2,435,572 reappropriated funds to the Department of Corrections from the Department of Revenue to produce these items. For more information, see the corresponding bill description in the "Recent Legislation" section at the end of Part III of the Department of Revenue.

S.B. 17-256 (LONG BILL): General appropriations act for FY 2017-18.

S.B. 17-048 (REQUIRE ARREST OF INTENSIVE SUPERVISION PAROLEES WHO ESCAPE FROM DOC): Specifies that knowingly removing or tampering with an electronic monitoring device required to be worn as a condition of parole is considered escape from custody. Requires arrest of a parolee participating in an intensive supervision program if there is probable cause to believe that the parolee has committed such an act. The arresting officer is required to submit charges to the district attorney for consideration of filing. May increase costs of the Department of Corrections because some parolees may be sentenced for escape rather than being returned to custody for a technical parole violation, thereby increasing their length of stay upon return to prison.

H.B. 17-1072 (HUMAN TRAFFICKING SEXUAL SERVITUDE): Adds to the definition of human trafficking for sexual servitude the act of purchasing another person for the purpose of coercing him or her to engage in commercial sexual activity. Also adds this element to the definition of human trafficking of a minor. May increase the number of persons sentenced to the Department of Corrections.

H.B. 17-1125 (SERVICES IN CORRECTIONAL FACILITIES): Removes from statute the requirement that Correctional Industries provide vehicle maintenance, physical plant and facility maintenance, and food and laundry services for each of the state's correctional facilities. The changes make statute accord with current practice.

H.B. 17-1172 (PENALTIES FOR CHILD SEX TRAFFICKERS): Requires that any person convicted of human trafficking of a minor for sexual servitude be sentenced to the Department of Corrections (DOC) for at least 8 years. May increase the length of sentences to the DOC.

H.B. 17-1308 (INDIVIDUALIZED CONDITIONS OF PAROLE): Removes from statute the mandatory imposition of certain parole conditions, which is expected to reduce workload and state General Fund costs for the Department by an indeterminate amount.

H.B. 17-1330 (NO ESCAPE CONVICTION FOR HABITUAL CRIMINALS): Clarifies that escape from a community-corrections facility and prior convictions for escape or attempted escape may not be used to adjudicate an offender as an habitual criminal. Habitual criminals are subject to longer periods of incarceration so the bill may reduce future Department costs.

H.B. 17-1326 (JUSTICE REINVESTMENT CRIME PREVENTION INITIATIVE): Changes maximum parole revocation periods for technical parole violations. Depending on the nature of the parolee's sentence, decreases or increases the revocation period with decreases expected to predominate. Reduces the maximum time a revoked parolee can be held in the Preparole Release and Revocation Facility from 180 to 90 days. Eliminates parole revocation placements in Community Return-to-custody Facilities. Directs the Parole Board to conduct a parole release review in lieu of a hearing, without the presence of the inmate, if (1) the inmate is assessed as being "low" or "very low" risk using a validated risk assessment instrument, (2) the inmate meets readiness criteria, and (3) victim notification is not required. Requires the Division of Adult Parole to investigate the parole release plans of prospective parolees.

Establishes a new crime-prevention program in the Department of Local Affairs (DOLA) to provide small business loans and grants that are designed to reduce crime and promote community development in the target communities of north Aurora and southeast Colorado Springs. Establishes a new Parole Savings Fund to which some of the General Fund savings from the bill's parole revocation rules are appropriated. In FY 2017-18 the DOLA grant and loan program receives direct General Fund appropriations. In subsequent years the grant and loan program will be supported by appropriations from the Parole Savings Fund and that fund will receive General Fund appropriations. Adjusts FY 2017-18 appropriations to the DOC and DOLA as follows:

APPROPRIATION ADJUSTMENTS IN H.B. 17-1326	
	GENERAL FUND
Department of Corrections Appropriation Changes	
Payments to local jails	\$13,595
Payments to in-state private prisons	(2,165,720)
Payments to pre-release parole revocation facilities	(1,082,860)
Payments to Community Return-to-custody Facilities	(2,775,738)
Parole personal services	36,254
FTE	(0.8 FTE)
Parole operating expenses	5,463
Computer programming	<u>103,824</u>
Total DOC adjustments	(\$5,865,182)
DOLA Appropriation Changes	
Division of Local Government	\$51,001
FTE	(0.8 FTE)
Computer programming	48,288
Legal services	4,753
Small business loans	1,000,000
Grants for crime reduction and community development	3,000,000
Parole Savings Fund	<u>1,761,140</u>
Total DOLA Adjustments	\$5,865,182

APPROPRIATION ADJUSTMENTS IN H.B. 17-1326	
	GENERAL FUND
Overall General Fund Adjustments	\$0

H.B. 17-1369 (BONDS FOR PERSONS WHO FAIL TO APPEAR DUE TO IMMIGRATION ISSUES):

Allows a person or professional bail bonding agent who posts a bail bond for a defendant to recover the bond if the surety can provide the court satisfactory evidence that the defendant was deported and the District Attorney does not object. Reduces cash fund revenue to the Corrections Expansion Reserve Fund and County Jail Assistance Fund in the Department of Corrections. The revenue reduction is estimated to be \$8,869 annually for each fund.

2018 SESSION BILLS

S.B. 18-119 (FALSE IMPRISONMENT OF A MINOR): Increases the crime of false imprisonment of a minor from a class 2 misdemeanor to a class 5 felony when a person confines or detains a person under the age of 18 by means of tying, locking, caging, chaining, or otherwise restricting the minor's freedom of movement under circumstances that pose a risk of bodily injury or serious emotional distress. Includes a statutory General Fund appropriation to the Department that provides a total of \$174,751 over 5 years with \$22,072 provided in FY 2018-19 and \$32,077 in FY 2019-20.

S.B. 18-150 (VOTER REGISTRATION OF INDIVIDUALS IN CRIMINAL JUSTICE SYSTEM): Allows parolees to preregister to vote and requires parole and probation officers to provide parolees with voter registration information. For FY 2018-19, provides one-time appropriations of \$89,600 to the Department of Corrections from the General Fund and \$95,555 to the Department of State from the Department of State Cash Fund.

S.B. 18-200 (MODIFICATIONS TO PERA TO ELIMINATE UNFUNDED LIABILITY): Classifies Correctional Officers I through IV hired on or after January 1, 2020 as state troopers for employer and employee contributions to PERA, which will increase the Department's PERA contribution for these individuals to 13.1 percent from the 10.4 percent rate that would otherwise apply.

H.B. 18-1077 (BURGLARY OF FIREARMS): Increases the crime of burglary from a class 4 felony to a class 3 felony if the objective of the burglary is the theft of firearms or ammunition. Includes a statutory General Fund appropriation to the Department that provides a total of \$1,401,432 over 5 years with \$69,856 provided in FY 2020-21 and \$467,144 in FY 2021-22.

S.B. 18-1132 (COSTS OF INCARCERATING DEPARTMENT OF CORRECTIONS OFFENDERS IN LOCAL JAILS): Requires counties to annually report to the Joint Budget Committee the average cost of holding Department of Corrections offenders in their jails.

H.B. 18-1158 (SUPPLEMENTAL BILL): Modifies FY 2017-18 and FY 2016-17 appropriations to the Department.

H.B. 18-1176 (REAUTHORIZE OFFENDER REENTRY GRANT PROGRAM): Continues for 5 years the offender reentry grant program operated by the Department, which makes grants through an intermediary to community organizations that provide parolees with re-entry services that aim to reduce recidivism, enhance public safety, and increase parolee success. For FY 2018-19 provides a

one-time appropriation to expand the program of \$3,286,000 from the Correctional Treatment Cash Fund to the Judicial Department and a one-time reappropriation of this amount to the Department of Corrections. The bill's legislative declaration states the General Assembly's intent that the program be supported by the General Fund in fiscal years 2019-20 through 2022-23 and encourages the Department of Corrections to request annual General Fund appropriations of \$5,475,380 for each of those years.

H.B. 18-1200 (CYBERCRIME CHANGES): Replaces the term “computer crime” with “cybercrime” in the criminal code, adds three new cybercrimes, adds definitions, and modifies the circumstances and classification of some such crimes. Includes a statutory General Fund appropriation to the Department that provides a total of \$135,418 over 5 years with \$22,072 provided in FY 2019-201 and \$34,677 in FY 2021-22.

H.B. 18-1251 (COMMUNITY CORRECTIONS TRANSITION PLACEMENTS): Modifies the procedures for community corrections transition placement referrals involving the State Board of Parole, the Department of Corrections, community corrections boards, and community corrections programs.

H.B. 18-1287 (REAUTHORIZE COMMISSION ON CRIMINAL AND JUVENILE JUSTICE): Reauthorizes until 2023 the Commission on Criminal and Juvenile Justice, which engages in evidence-based analysis of the Colorado criminal justice system and annually reports to the Governor, the General Assembly, and the Chief Justice of the Colorado Supreme Court. No appropriation to the Department is in the bill, but reauthorization has the effect of continuing a \$56,160 General Fund appropriation to the Department’s *Planning and Analysis Contracts* line item that would otherwise end.

H.B. 18-1322 (LONG BILL): General appropriations act for FY 2018-19.

H.B. 18-1410 (PRISON POPULATION MEASUREMENT MEASURES): Requires the Department to notify the Governor, Joint Budget Committee, State Parole Board, each elected district attorney, the chief judge of each judicial district, the State Public Defender, and the Department of Public Safety (DPS) when the vacancy rate in Department facilities and private prisons housing Department offenders falls below two percent. When this occurs, the Department may:

- Request information about unused community corrections beds from the DPS, which must promptly respond and provide weekly updates until the vacancy rate exceeds three percent;
- Provide the Parole Board with names of inmates who do not require full parole board review or victim notification for parole release and (1) are within 90 days of their mandatory release date and have a verified parole sponsor, or (2) were granted conditional parole approval and have satisfied the condition. The Parole Board must conduct a file review of these individuals within 10 days and determine whether or not to order release. Inmates within 90 days of their mandatory release date can be released up to 30 days before that date.

APPENDIX C

FOOTNOTES AND INFORMATION REQUESTS

UPDATE ON LONG BILL FOOTNOTES

- 1 Department of Corrections, Management, External Capacity Subprogram, Payments to House State Prisoners -- The Department of Corrections is authorized to transfer up to 5.0 percent of the total appropriation for the external capacity subprogram between line items in the external capacity subprogram for purposes of reimbursing local jails, private prison providers, and community return to custody providers

COMMENT: The Department is in compliance with this footnote.

- 2 Department of Corrections, Management, External Capacity Subprogram, Payments to House State Prisoners -- It is the intent of the General Assembly that the department not withhold funds from the per diem payments to cover major medical expenses incurred by state inmates assigned to private facilities because appropriations made in the medical services subprogram are sufficient to cover major medical expenses incurred by state inmates held in both state and private facilities.

COMMENT: The Department is in compliance with this footnote.

- 3 Department of Corrections, Institutions, Housing and Security Subprogram, Personal Services -- The amount appropriated in this line item does not include the \$10,673,375 of FY 2018-19 General Fund appropriations for the Department of Corrections set forth in sections 111 and 114 through 123 of Title 17, Article 18, C.R.S. In calculating the amount appropriated in this line item, it is assumed that these statutory appropriations will be used for the same line item.

COMMENT: The Department is in compliance with this footnote. The footnote outlines the General Fund appropriations included in the required appropriation clauses for five-year criminal sentencing bills to pay for personal services in the housing and security subprogram.

UPDATE ON REQUESTS FOR INFORMATION

MULTIPLE DEPARTMENT REQUEST FOR INFORMATION

- 1 Department of Corrections; Department of Human Services; Judicial Department; Department of Public Safety; and Department of Transportation -- State agencies involved in multi-agency programs requiring separate appropriations to each agency are requested to designate one lead agency to be responsible for submitting a comprehensive annual budget request for such programs to the Joint Budget Committee, including prior year, request year, and three year forecasts for revenues into the fund and expenditures from the fund by agency. The requests should be sustainable for the length of the forecast based on anticipated revenues. Each agency is still requested to submit its portion of such request with its own budget document. This applies to requests for appropriation from: the Alcohol and Drug Driving Safety Program Fund, the Law Enforcement Assistance Fund, the Offender

Identification Fund, the Persistent Drunk Driver Cash Fund, and the Sex Offender Surcharge Fund, among other programs.

COMMENT: This request for information is intended to ensure that Departments coordinate requests that draw on the same cash fund. Each Department is required to include, as part of its budget request, a Cash Fund Report for each cash fund it administers to comply with the statutory limit on cash fund reserves. For funds that are shared by multiple departments, the department that administers the fund is responsible for coordinating submission of expenditure and revenue information from all departments to construct a schedule 9 that incorporates all activity in the fund. One of the funds referenced in this RFI pertains to the Department of Corrections.

Sex Offender Surcharge Fund [Section 18-21-103 (3), C.R.S.] – This fund consists of 95.0 percent of sex offender surcharge revenues. These surcharges range from \$150 to \$3,000 for each conviction or, in the case of juveniles, adjudication. Money in this fund is subject to annual appropriation in the Judicial Department, the Department of Corrections, the Department of Public Safety’s Division of Criminal Justice, and the Department of Human Services to cover the direct and indirect costs associated with the evaluation, identification, and treatment and the continued monitoring of sex offenders. Pursuant to 16-11.7-103 (4)(c), C.R.S., the Sex Offender Management Board is required to develop and submit to the General Assembly the plan for the allocation of money deposited in this fund. The Department of Corrections receives a direct appropriation from the Sex Offender Surcharge Fund to support treatment and services for sex offenders in prison (\$30,041 for FY 2018-19). Under the plan submitted by the SOMB, this appropriation would not change for FY 2019-20.

DEPARTMENT OF CORRECTIONS

- 1 Department of Corrections, Institutions – The Department is requested to provide by November 1, 2018 information on the number and type of specialized treatment beds within the correctional facilities operated by the Department. The information submitted by the Department should include, at a minimum, the following information: the types of specialized treatment beds, the number of specialized treatment beds by type and location, the number of offenders receiving services, the number of the offenders waiting for each type of specialized bed, the cost per bed, the requirements for an offender to fill one of the specialized beds, and the services provided in those beds.

COMMENT: The report has been inserted below:

RFI # 1: Department of Corrections, Institutions – The Department is requested to provide by November 1, 2018 information on the number and type of specialized treatment beds within the correctional facilities operated by the Department. The information submitted by the Department should include, at a minimum, the following information: the types of specialized treatment beds, the number of specialized treatment beds by type and location, the number of offenders receiving services, the number of the offenders waiting for each type of specialized bed, the cost per bed, the requirements for an offender to fill one of the specialized beds, and the services provided in those beds.

It should be noted that most mental health, sex offender, substance abuse and medical treatment needs are addressed in General Population beds. As such, **the number of specialized treatment beds do not reflect the total number of offenders who are receiving such services, just those offenders who are receiving such services in a specialized setting.**

The Department provides the following information on the number of specialized treatment beds by type and location:

Specialized Treatment Beds		
Types of Specialized Treatment Requiring Specialized Beds	Facility	# Beds
Mental Health Residential Treatment Program	Centennial Correctional Facility	240
	Denver Women's Correctional Facility	48
	San Carlos Correctional Facility	255
	Total*	543
<i>* Total does not reflect other mental health services offered in General Population beds</i>		
Inpatient Sexual Offender Treatment Monitoring Program (SOTMP):		
High Risk Intensive Treatment Community	Centennial Correctional Facility	96
Maintenance Phase	Cheyenne Mountain Re-entry Center**	80
	Total*	176
<i>*Total does not reflect outpatient SOTMP services offered in General Population beds</i>		
Inpatient Substance Use Disorder Therapeutic Communities		
	Arrowhead Correctional Center	208
	Buena Vista Correctional Facility	117
	Denver Women's Correctional Facility	69
	Fremont Correctional Facility	144
	La Vista Correctional Facility	80
	Sterling Correctional Facility	96
	Total*	714
<i>*Total does not reflect outpatient drug and alcohol services offered in General Population beds</i>		

** The Cheyenne Mountain Re-entry Center (CMRC) is a private prison facility.

Specialized Treatment Beds		
Other Specialized Beds:	Facility	# Beds
Dementia	Colorado Territorial Correctional Facility	8
Infirmery	Colorado Territorial Correctional Facility	32
Infirmery	Denver Reception & Diagnostic Center	36
Long Term Medical Unit	Denver Reception & Diagnostic Center	62
Special Medical Needs Unit	Denver Reception & Diagnostic Center	14
	Total	152

Mental Health Residential Treatment Program (RTP). Offenders are referred to the RTP by clinicians in General Population facilities when an offender has been assessed to benefit from intensive mental health treatment. Offenders eligible for RTP placement have moderate to high mental health needs. The Department assesses and assigns needs levels by Psychological codes (P codes). The offender population with P3-5 mental health needs was 6,729 on September 30, 2018. Most mental health needs are addressed within General Population facilities and do not require specialized beds.

Offender Population with Mental Health Needs	
Treatment Needs	# Offenders
Low-Moderate (P3)	6,558
High (P4)	170
High-Severe (P5)	1
Total	6,729

Besides the 3 RTP facilities, the Department provides mental health and psychiatric services at 13 other facilities along with the 3 private prisons currently utilized by DOC. An offender can access mental health services at any time through crisis services and interventions when there is an emergent need.

Sexual Offender Treatment Monitoring Program (SOTMP). Offenders with a sex offense conviction are reviewed by SOTMP intake specialists at the Denver Reception & Diagnostic Center (DRDC) and are assigned the status of S5. The S5 offenders are assessed to determine their willingness to participate in sex offender treatment. The intake specialists also complete a static assessment to determine the offender's risk for sexual recidivism.

Sex offenders who are within four years of their parole eligibility date and have met the SOTMP prescreening process are placed on the global referral list. As of September 30, 2018, the global referral list had 1,583 offenders with 364 of those offenders on lifetime supervision. The SOTMP prioritizes offenders based upon a number of factors to include risk for sexual recidivism, parole eligibility date, institutional behavior, and previous SOTMP treatment attempts. As offenders reach the top 200 on the global referral list, SOTMP facility supervisors request to transfer the offender to a treatment facility if he/she is not already housed in one of these facilities.

The SOTMP follows the Risk, Needs, and Responsivity (RNR) model for sex offender treatment. This model requires that treatment providers identify an offender's risk for sexual recidivism and assign them to treatment groups based on their individual level of risk and treatment needs. In order to comply with this model, the SOTMP has developed two risk-based treatment tracks. These tracks were developed in response to the third

party Sex Offender Evaluation, which was funded by the legislature and conducted in 2012/2013. The Track I level of treatment is designed for offenders who present with an average to below average risk for sexual recidivism. This treatment is offered on an outpatient basis consisting of approximately 122 treatment hours in the facilities identified below:

SOTMP Outpatient Treatment - Housed in General Population	
Facility	Average # Offenders Participating Any Given Time
Arkansas Valley Correctional Facility	47
Colorado Territorial Correctional Facility	32
Denver Reception & Diagnostic Center	4
Denver Women's Correctional Facility	19
Fremont Correctional Facility	115
San Carlos Correctional Facility	12
Youthful Offender System	2

The Track II level of treatment is designed for offenders who present with an above average to well above average risk for sexual recidivism. This level of treatment is primarily offered at Centennial Correctional Facility but is also offered at the Colorado Territorial and San Carlos Correctional Facilities based on level of mental health, intellectual or developmental disabilities, or medical needs. Offenders participating in Track II treatment (approximately 200 hours) are assigned to treatment groups designed to target their specific high risk factors. Track II therapists develop treatment plans based on the dynamic factors from assessment.

Offenders reach the maintenance level of treatment after successfully meeting the Lifetime Supervision Treatment Progress Criteria as described in the appendices of the Sex Offender Management Board Standards and Guidelines. The maintenance level of treatment is offered primarily at Cheyenne Mountain Re-entry Center but is available in all facilities offering SOTMP.

Substance Use Disorder Therapeutic Communities (TC). The requirements for an offender to fill a TC bed includes an assessment indicating an elevated substance use disorder treatment need appropriate for TC and a parole eligibility date within five years of entry to treatment. Treatment services are implemented by the “community as method” philosophy modified for prison. Offenders integrate treatment into daily working and living routines with the support of other offenders with similar substance use disorder needs.

The global referral list for TC is 3,704 and for outpatient treatment is 4,277 as of September 30, 2018. At any given point in time, DOC has approximately 1,000 offenders engaged in substance use disorder treatment. The length of time in treatment is based on the Standardized Offender Assessment – Revised (SOA-R) intensity guidelines. TC course of treatment is delivered at a minimum of 5 hours per week for a minimum of 9 months (approximately 225-260 treatment hours). Enhanced outpatient varies between 3 to 8 hours of treatment per week for 12 weeks, providing an average of 60 treatment hours. Intensive outpatient treatment has greater variability with 9 to 19 hours per week for 4 to 6 weeks, yielding between 36 to 114 treatment hours.

The Department provides drug and alcohol outpatient treatment in the facilities shown below. The average number of offenders participating at a given time is also shown:

Drug & Alcohol Outpatient Treatment - Housed in General Population	
Facility	Average # Offenders Participating Any Given Time
Arkansas Valley Correctional Facility	17
Buena Vista Correctional Facility	13
Centennial Correctional Facility	15
Colorado State Penitentiary	10
Colorado Territorial Correctional Facility	6
Delta Correctional Center	23
Denver Women's Correctional Facility	28
Fremont Correctional Facility	21
Four Mile Correctional Center	31
La Vista Correctional Facility	15
Limon Correctional Facility	25
San Carlos Correctional Facility	29
Sterling Correctional Facility	35
Trinidad Correctional Facility	12
Youthful Offender System	36

Dementia. The dementia beds are utilized by offenders experiencing a significant decline in cognitive abilities and needing a structured environment. Offenders are referred by medical providers and are determined to meet dementia diagnosis. These beds receive 24-hour nursing care such as medication management. In addition, certified nursing assistants provide organized recreational and daily activities. Five of the eight available dementia beds are occupied as of October 29, 2018.

Colorado Territorial Correctional Facility Infirmary. The infirmary provides 24-hour nursing care and serves offenders needing medical and mental health care. The medical care is provided for post-hospital stabilization such as minor surgery, fractured jaws, respiratory issues, and intravenous (IV) antibiotics. This can also include hospice care for those offenders that meet the criteria of chronic medical conditions that are not expected to recover. Offenders with serious mental illness are also housed here when they are in need of emergent intensive interventions.

DRDC Infirmary. The beds in this infirmary are designed to house high acuity medical issues such as post hospital stabilization, blood transfusions, chemotherapy, and end-of-life care. These beds receive 24-hour nursing care, on-site providers, dressing changes, IV antibiotics, wound care, and tracheotomy care.

Long Term Medical Unit. Offenders that are incapable of living in general population due to various medical conditions are assigned to this living unit. The medical conditions include dialysis patients (utilizing the DRDC Dialysis Center), cancer, chronic obstructive pulmonary disease, end stage liver disease, and uncontrolled diabetes. This living unit can hold 62 offenders, which currently includes 51 offenders with long term medical conditions as well as 11 offender care aides. There are another 34 offenders meeting the criteria for this type of housing as of October 29, 2018.

Special Medical Needs Unit. Offenders that cannot perform their own activities of daily living (ADL's) independently are assigned to this unit. ADL's include dressing, toileting, feeding them self, and gait and bed mobility. These offenders receive 24-hour care to include feeding and recreation.

Cost per Bed. The Department does not have the ability to track costs per specialized treatment bed. However, the Department does provide a cost per offender by facility on an annual basis. These costs include clinical services costs at each facility. The clinical services costs will vary at each facility based on the type of treatment provided.

- 2 Department of Corrections, Institutions, Mental Health Subprogram -- It is requested that the Department of Corrections submit a report to the House Judiciary Committee and the Senate Judiciary Committee by January 31, 2019, detailing progress related to the mental health unit at the Centennial Correctional Facility.

COMMENT: The Department will submit this report on January 31, 2019.

APPENDIX D

DEPARTMENT ANNUAL PERFORMANCE REPORT

Pursuant to Section 2-7-205 (1)(b), C.R.S., the Department of Corrections is required to publish an **Annual Performance Report** for the *previous fiscal year* by November 1 of each year. This report is to include a summary of the Department's performance plan and most recent performance evaluation for the designated fiscal year. In addition, pursuant to Section 2-7-204 (3)(a)(I), C.R.S., the Department is required to develop a **Performance Plan** and submit the plan for the *current fiscal year* to the Joint Budget Committee and appropriate Joint Committee of Reference by July 1 of each year.

For consideration by the Joint Budget Committee in prioritizing the Department's FY 2019-20 budget request, the FY 2017-18 Annual Performance Report dated November 2018 and the FY 2018-19 Performance Plan can be found at the following link:

<https://www.colorado.gov/pacific/performancemanagement/departments-performance-plans>

APPENDIX E

FY 2017-18 DAILY COST RATE

COLORADO DEPARTMENT OF CORRECTIONS								
Cost Per Offender by Facility								
FY 2017-18								
	Facility ADP	Direct Facility Cost Per Day	Clinical Services Cost Per Day	Facility Cost Per Day Total	Centralized Cost Per Day	Administrative Cost Per Day	Total Cost Per Day	Annual Cost
State Prison Facilities								
Level I								
Colorado Correctional Center	146	\$58.94	\$6.23	\$65.18	\$8.16	\$3.65	\$76.99	\$28,101
Delta Correctional Center	478	\$60.58	\$10.34	\$70.91	\$8.16	\$3.65	\$82.72	\$30,193
Rifle Correctional Center	189	\$65.06	\$8.98	\$74.03	\$8.16	\$3.65	\$85.84	\$31,332
Skyline Correctional Center	249	\$54.29	\$5.04	\$59.33	\$8.16	\$3.65	\$71.14	\$25,966
Total Level I	1,062						\$79.77	\$29,117
Level II								
Arrowhead Correctional Center	520	\$56.85	\$11.33	\$68.19	\$8.16	\$3.65	\$79.99	\$29,196
Four Mile Correctional Center	522	\$55.44	\$13.89	\$69.33	\$8.16	\$3.65	\$81.14	\$29,616
Trinidad Correctional Facility	499	\$65.20	\$12.49	\$77.69	\$8.16	\$3.65	\$89.50	\$32,668
Total Level II	1,541						\$83.46	\$30,463
Level III								
Arkansas Valley Correctional Facility	1,046	\$64.68	\$19.39	\$84.06	\$8.16	\$3.65	\$95.87	\$34,993
Buena Vista Correctional Facility	1,224	\$65.36	\$14.66	\$80.02	\$8.16	\$3.65	\$91.84	\$33,522
Colorado Territorial Correctional Facility	944	\$71.83	\$43.97	\$115.80	\$8.16	\$3.65	\$127.61	\$46,578
Fremont Correctional Facility	1,604	\$58.97	\$18.67	\$77.64	\$8.16	\$3.65	\$89.45	\$32,649
La Vista Correctional Facility	659	\$70.87	\$20.24	\$91.10	\$8.16	\$3.65	\$102.92	\$37,566
Total Level III	5,477						\$99.41	\$36,284
Level IV								
Limon Correctional Facility	890	\$79.52	\$17.40	\$96.93	\$8.16	\$3.65	\$108.73	\$39,686
Total Level IV	890						\$108.73	\$39,686
Level V								
Centennial Correctional Facility	296	\$168.72	\$53.94	\$222.67	\$8.16	\$3.65	\$234.49	\$85,589
Colorado State Penitentiary	694	\$112.88	\$22.14	\$135.03	\$8.16	\$3.65	\$146.84	\$53,597
Denver Reception & Diagnostic Center	557	\$102.64	\$85.35	\$187.99	\$8.16	\$3.65	\$199.80	\$72,927
Denver Women's Correctional Facility	983	\$71.77	\$27.80	\$99.57	\$8.16	\$3.65	\$111.38	\$40,654
San Carlos Correctional Facility	211	\$194.61	\$82.42	\$277.04	\$8.16	\$3.65	\$288.85	\$105,430
Sterling Correctional Facility	2,448	\$69.07	\$14.07	\$83.15	\$8.16	\$3.65	\$94.96	\$34,660
Total Level V	5,189						\$132.11	\$48,219
Grand Total Level I-V	14,159	\$74.02		\$96.96			\$108.77	\$39,701
Youthful Offender System								
Youthful Offender System Aftercare	42	\$102.93	\$0.00	\$102.93	\$0.00	\$3.65	\$106.58	\$38,902
Youthful Offender System	178	\$223.81	\$4.22	\$228.02	\$8.16	\$3.65	\$239.83	\$87,538
YOS Jail Backlog	2	\$53.64	\$0.00	\$53.64	\$0.00	\$0.00	\$53.64	\$19,579
Community Services								
Parole	8,481	\$12.01	\$0.61	\$12.63	\$0.00	\$3.65	\$16.28	\$5,942
Fugitive Apprehension	752	\$4.35	\$0.00	\$4.35	\$0.00	\$3.65	\$8.00	\$2,920
Community Supervision	1,510	\$22.71	\$0.00	\$22.71	\$0.00	\$3.65	\$26.36	\$9,621
External Capacity								
Bent County	1,400	\$56.80	\$1.04	\$1.77	\$0.00	\$3.94	\$63.55	\$23,196
Crowley County	1,725	\$56.80	\$1.23	\$1.48	\$0.00	\$3.94	\$63.44	\$23,156
Cheyenne Mountain ReEntry Center	674	\$56.80	\$1.30	\$1.16	\$0.00	\$3.94	\$63.22	\$23,075
County Jails	516	\$54.39	\$0.00	\$1.71	\$0.00	\$3.94	\$60.04	\$21,916
Community Corrections Programs	41	\$50.17	\$0.00	\$0.00	\$0.00	\$3.94	\$54.11	\$19,752

Medical cost per day includes medical and mental health costs that are not facility specific, such as external medical care, pharmaceuticals, centralized x-ray and dental expenses, capital equipment, centralized personal services, and central service contracts.

Centralized cost per day includes centralized expenses that are not facility specific, such as centralized personal services, inspector general, superintendent's, offender ID, legal access, transportation, facility services, education, communications, and information systems.

Administrative cost per day includes expenses that would apply to the entire department, such as the executive director's office, business operations (budget, accounts payable, inmate bank, payroll, general accounting), personnel, information systems, offender services, and training. Administrative costs will vary between state and private facilities as they are based on the total average daily population for state and external facilities. These costs may differ between state and private facilities depending on the total ratio of private facility ADP to total ADP, and will increase as total administrative costs increase.

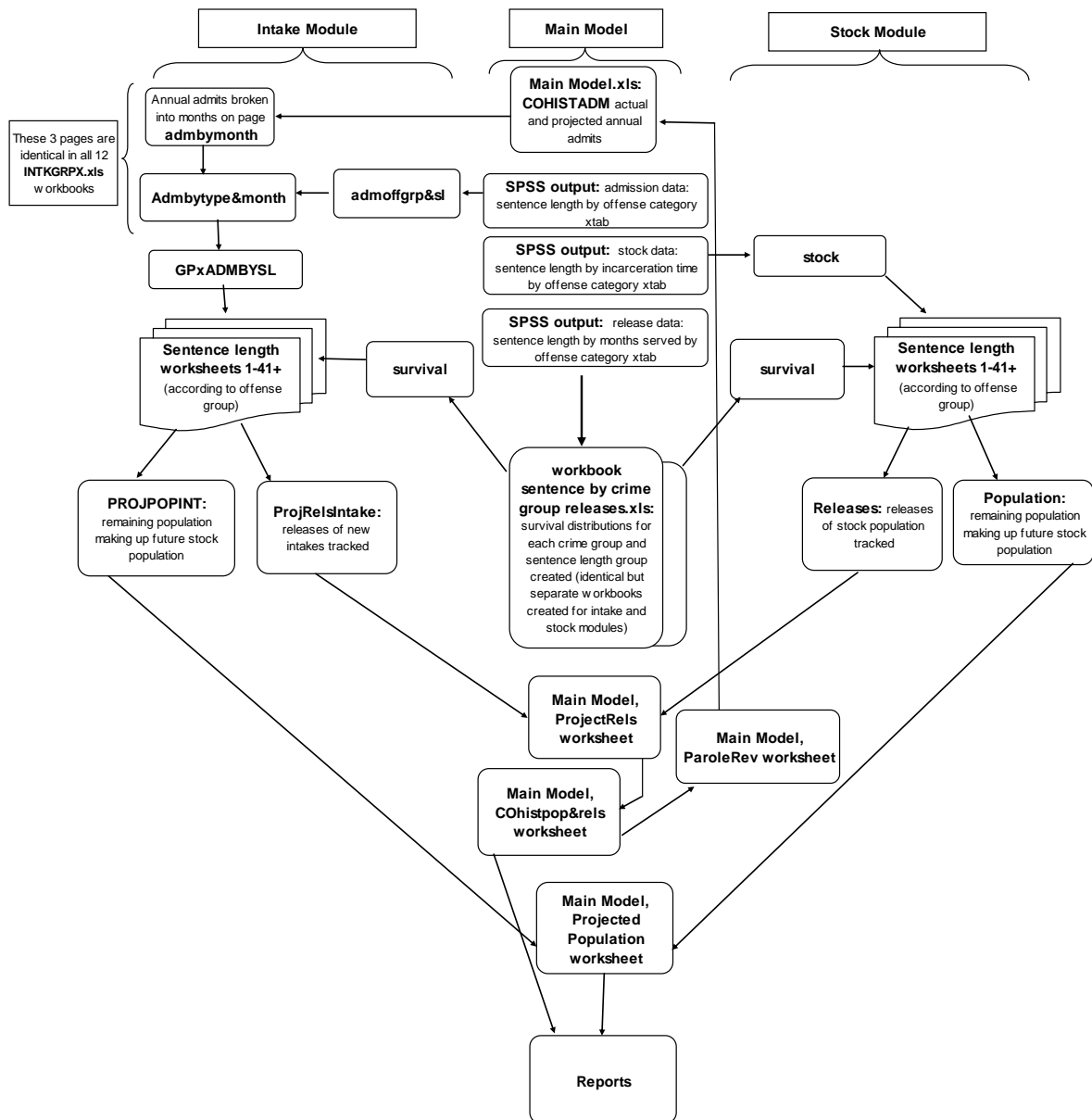
APPENDIX F

SALARY COMPARISON

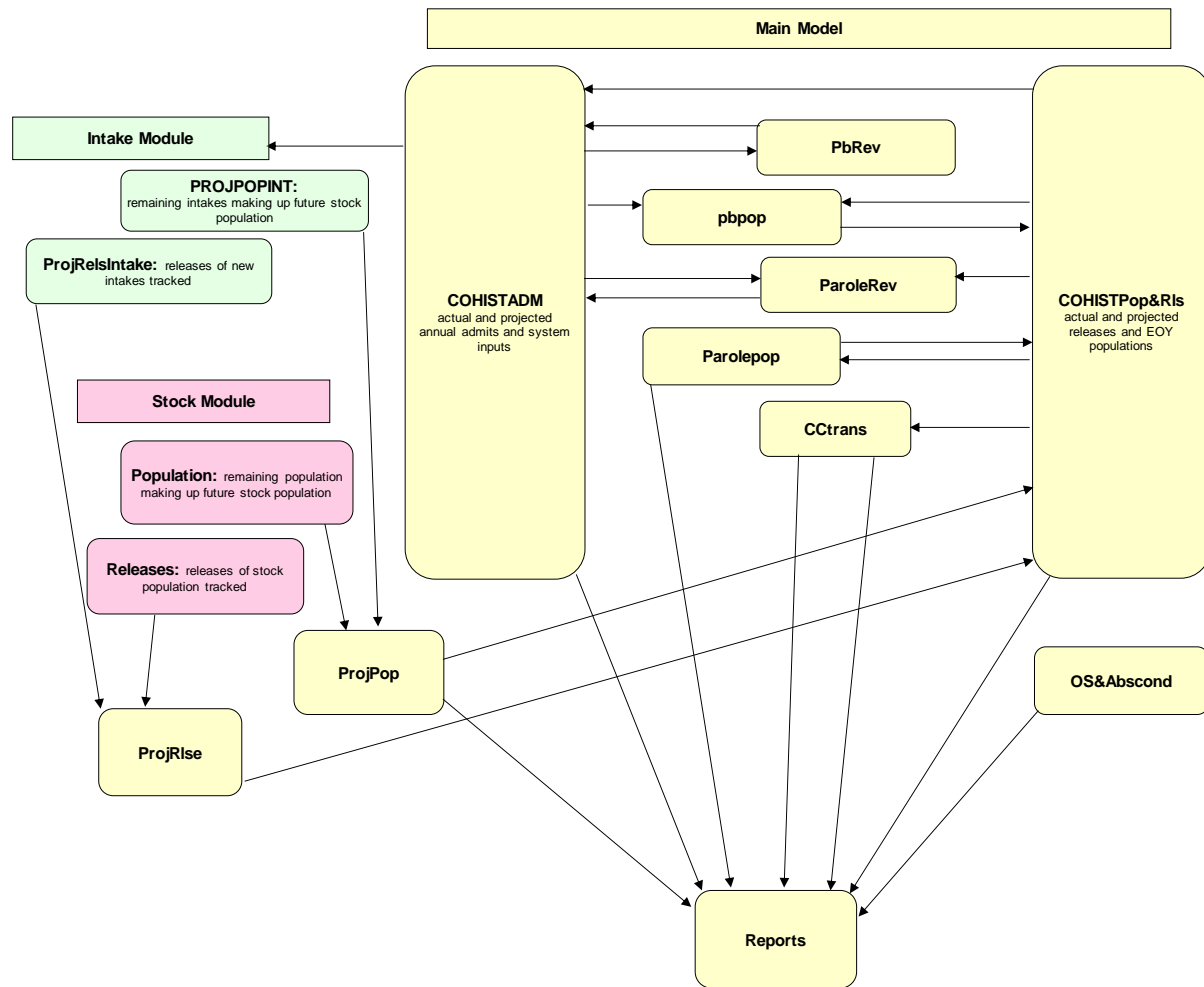
Law Enforcement Agency Salary Comparison		
Agency	2018 Starting Salary	Education/Experience/Certifications
Colorado State Patrol Cadet	\$66,996	HS Diploma or GED
Thornton PD	\$61,461	HS Diploma or GED; POST Certified
El Paso Co Deputy III - Detentions	\$61,098	HS Diploma or GED; Agree to a two-year commitment
Lakewood PD	\$59,571	Bachelor's Degree
Denver PD	\$59,403	HS Diploma or GED
Commerce City PD	\$58,806	HS Diploma or GED; POST Certified
DHS CO II	\$57,840	
Colorado Springs PD	\$56,472	Assoc Degree or 60 semester hours college credit; POST Certifiable
Denver Sheriff Deputy	\$56,355	HS Diploma or GED
Douglas Co Detention	\$55,440	HS Diploma or GED; POST Certified
Northglenn PD	\$54,036	HS Diploma or GED; POST Certifiable
Aurora PD	\$53,713	HS Diploma or GED
DHS CO I	\$52,464	
Weld County Detention	\$51,355	HS Diploma or GED
Auraria Higher Education Center PD	\$48,432	1-Year college coursework; POST Certifiable
Jefferson Co Detention Specialist	\$41,220	HS Diploma or GED; not POST certified position
Adams Co Detention Specialist	\$39,792	HS Diploma or GED; POST Certifiable
Bureau of Prisons Correctional Officer		HS Diploma or GED & 3 years general experience or Bachelor's Degree
Colorado Springs	\$41,187	
Denver - Aurora	\$44,793	
Other Colorado Areas	\$41,623	
Average Salary	\$53,103	
CDOC - CO II	\$46,512	60 semester hours college & 1 year corrections experience; another 1-2 years corrections experience may be substituted for education
CDOC - CO I	\$42,204	HS Diploma or GED; completion of background investigation similar to those agencies providing POST certification except for psychological evaluation

APPENDIX G

DCJ MODEL DIAGRAM



DCJ Modules Diagram from DCJ - ORS



Detail of main model – from DCJ - ORS

APPENDIX H

CENTENNIAL SOUTH STAFF PLAN

The staffing plan would including the following personnel:

Management/Support

- 1.0 Warden
- 2.0 Program Management I (Physical Plant Manager; Custody/Control Manager)
- 1.0 Hearings Officer (Correctional Officer III)
- 1.0 Criminal Investigator II
- 1.0 Accounting Tech III
- 3.0 Administrative Assistant III

Subtotal: 9.0

Physical Plant

- 1.0 Correctional Support Trades Supervisor III
- 3.0 Correctional Support Trades Supervisor II
- 7.0 Correctional Support Trades Supervisor I
- 1.0 Electronics Specialist II
- 1.0 Safety Specialist III

Subtotal: 13.0

Clinical Services

- 1.0 Health Services Administrator (HP VI)
- 1.0 Physician II
- 3.0 Mid-Level Provider
- 14.8 Nurse I
- 2.0 Nurse II
- 2.0 Nurse III
- 1.0 Medical Records Technician II
- 1.0 Dentist II
- 1.0 Dental Care II
- 1.7 Correctional Officer I (Medical Security Officer)
- 2.0 Administrative Assistant III
- 1.0 Social Worker IV
- 2.0 Social Worker III
- 2.0 Psychologist I
- 1.0 Physician I
- 6.0 Health Professional III

Subtotal: 42.5

Education

- 7.0 State Teacher I

Case Management

- 8.0 Case Manager I
- 1.0 Case Manager III

Subtotal: 9.0

Recreation

- 6.8 Correctional Officer I

Food Service

- 1.0 Correctional Support Trades Supervisor II
 - 4.0 Correctional Support Trades Supervisor I
- Subtotal: 5.0

Laundry

- 1.0 Correctional Support Trades Supervisor I

Custody & Control

- 2.0 Correctional Officer IV
 - 11.4 Correctional Officer III
 - 22.1 Correctional Officer II
 - 91.4 Correctional Officer I
- Subtotal: 126.9

Pre-Release

- 1.0 Community Parole Officer
- 1.0 Community Programs Specialist III (Pre-Release Specialist)

222.2 Total Staff

APPENDIX I

OUT OF STATE PLACEMENT COSTS

Table 7: Consequences of Out of State Placement

Consequences of Out of State Placement	Budget Impact		Operational Impact	Community Impact
	Details	12 months		
Current PPMU and IG staff are required to monitor out of state offenders, increasing monitoring costs for out of state travel, and associated per diem and lodging costs for staff, plus time away from families and home for two-week stays (previous monitoring rotation schedule). Department would require 2.0 CO III's for PPMU monitors and 1.0 Investigator II.	Salary: \$217,332 annual salary = \$18,111/month; lodging at \$700/month; per diem at \$56 per day = \$1,680 per staff = \$5,040 per month. Total \$23,851 per month.	\$286,212	Continual travel arrangements for staff rotation; processing per diem payments; scheduling.	
Out of state prison facilities must also be compliant with American Correctional Association (ACA) requirements and Prison Rape Elimination Act (PREA) requirements for Colorado offenders to be housed there.			Colorado offenders cannot occupy non-compliant facilities.	Facility must be compliant with ACA and PREA standards throughout term of lease.
Offender property allowances may be different in other states. If a returning out of state offender possesses non-compliant property under Colorado regulations, the property must be shipped to offender families at offender's expense.			Facility staff must review property upon return to Colorado.	Family burden for shipment.
Educational or treatment programs may not be available out of state; same with re-entry services back to Colorado services. Lack of continuity for Colorado housing and/or treatment opportunities is problematic for parolees.	Possible offender litigation, per previous experience with out of state placements.		Suitability screening by treatment providers may be necessary.	Offenders less prepared for re-entry.
Offender lawsuits increased due to the out of state placements, including claims of lack of access to treatment and family visitation.	Possible monetary settlements - not quantifiable due to assumption of culpability.		Increased workload for Legal Access and courts.	
Hardship to offender families for in-person visits.			Increased family contacts for complaints.	Financial and emotional impact on families.

Consequences of Out of State Placement	Budget Impact		Operational Impact	Community Impact
	Details	12 months		
Out of state costs are higher than in-state placements as historical per diems were higher than in-state private prisons. Limited negotiations are available on per diem rates.	\$62/day x 365 x 500 = \$11,315,000	\$11,315,000		
The Department must consider access to legal counsel and court commitments in out of state offender placements, reducing the available number of eligible offenders.			DOC review must consider possible court commitments.	
Additional victim notifications would be required for the offenders placed out of state.			Notifications may rely upon out of state prison staff for initial contact with CDOC.	Victims may not be comfortable with the additional transports and security risks.
If the event of a deceased out of state offender, Colorado must pay for cremation in that state and a flight back to Colorado, as they cannot be transported by land across state lines.	Funeral Preparation \$200; flight \$700 (staff); staff time 8 hrs. \$160 = \$1,060 per trip		Security staff required	
Anticipated capacity in other states is limited; however, to date, DOC has not pursued any formal requests.	Premium per diem rates		Competition for available space	
Placement is dependent on continued capacity in other states. If availability changes, return to Colorado or alternate placement for those offenders is then on emergent basis.	Budget impact unknown - depends upon circumstances.		Emergent issue to return to Colorado.	Disruption to family plans or confusion on location of offender.
Out of state offender placement requires file review for appropriate placements and additional processing by the receiving state, which may delay implementation even if beds are available.	DOC file review - 2 weeks: 2 staff x \$2,000 = \$4,000; airfare \$1,400; lodging \$700 x 2 = \$1,400; per diem \$560 x 2 = \$1,120.	\$7,920	Custody/ classification levels in other states may not mirror Colorado. Additional placement review required.	
Increased transportation costs of offenders for these placements, requiring possible air travel depending on the state location. Initial transportation costs conservatively estimated at \$50,000. Continued transportation required for serious medical or mental health conditions, behavioral incidents, parole	Estimated 5 transports per month: flight \$700 per person, staffing (2 FTE x 12 hrs) \$600 per trip, transport vans \$200 per trip = \$7,500 per month	\$90,000	Security escorts, time comp changes, transports to and from airports	Security risks to public, staff and offender at each change of custody point; airport, bus, facility.

Consequences of Out of State Placement	Budget Impact		Operational Impact	Community Impact
	Details	12 months		
releases, or change in custody levels.				
Placing offenders out of state does not fix long-term bed capacity in Colorado.	Construction of recreation yards and staff hiring are still required to bring offenders back into Colorado state prisons.		Out of state placement still requires plan for Colorado increased capacity.	
	Budget Impact	\$11,699,132		

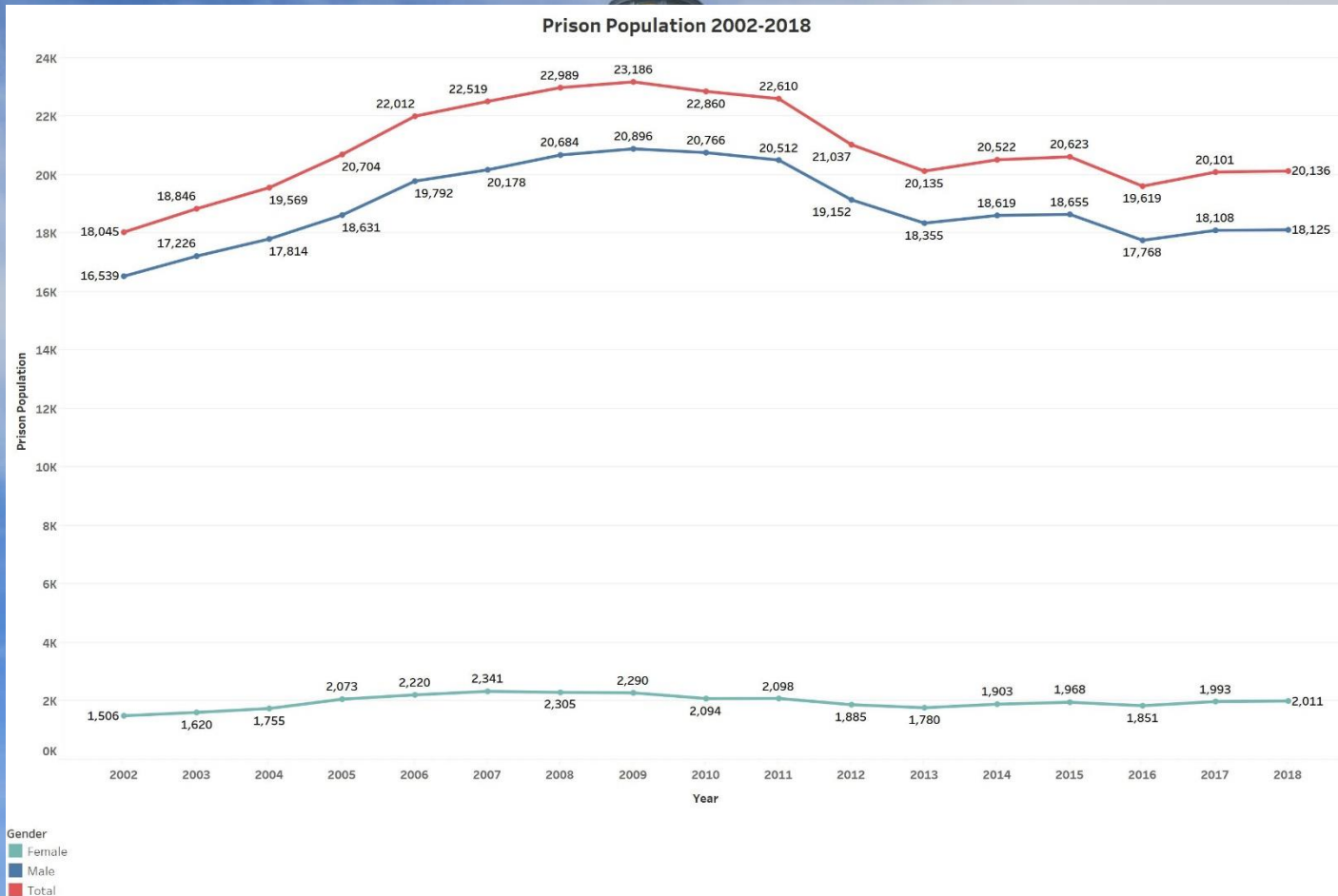
Annual Cost: \$11,699,132 for 500 beds.



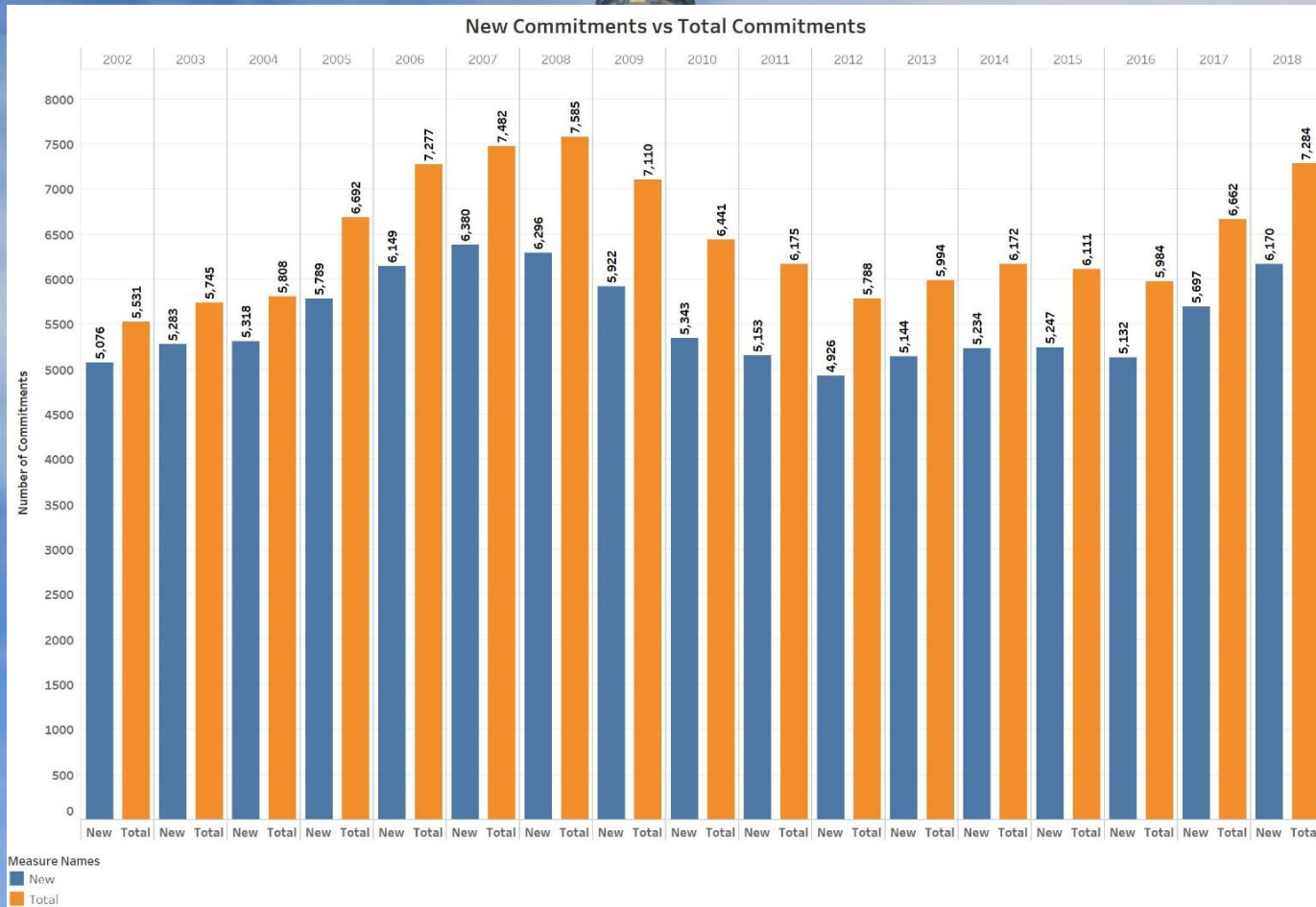
JBC Staff FY 2019-20 Budget Briefing Department of Corrections

**Presented by:
Vance Roper, JBC Staff
December 20, 2018**

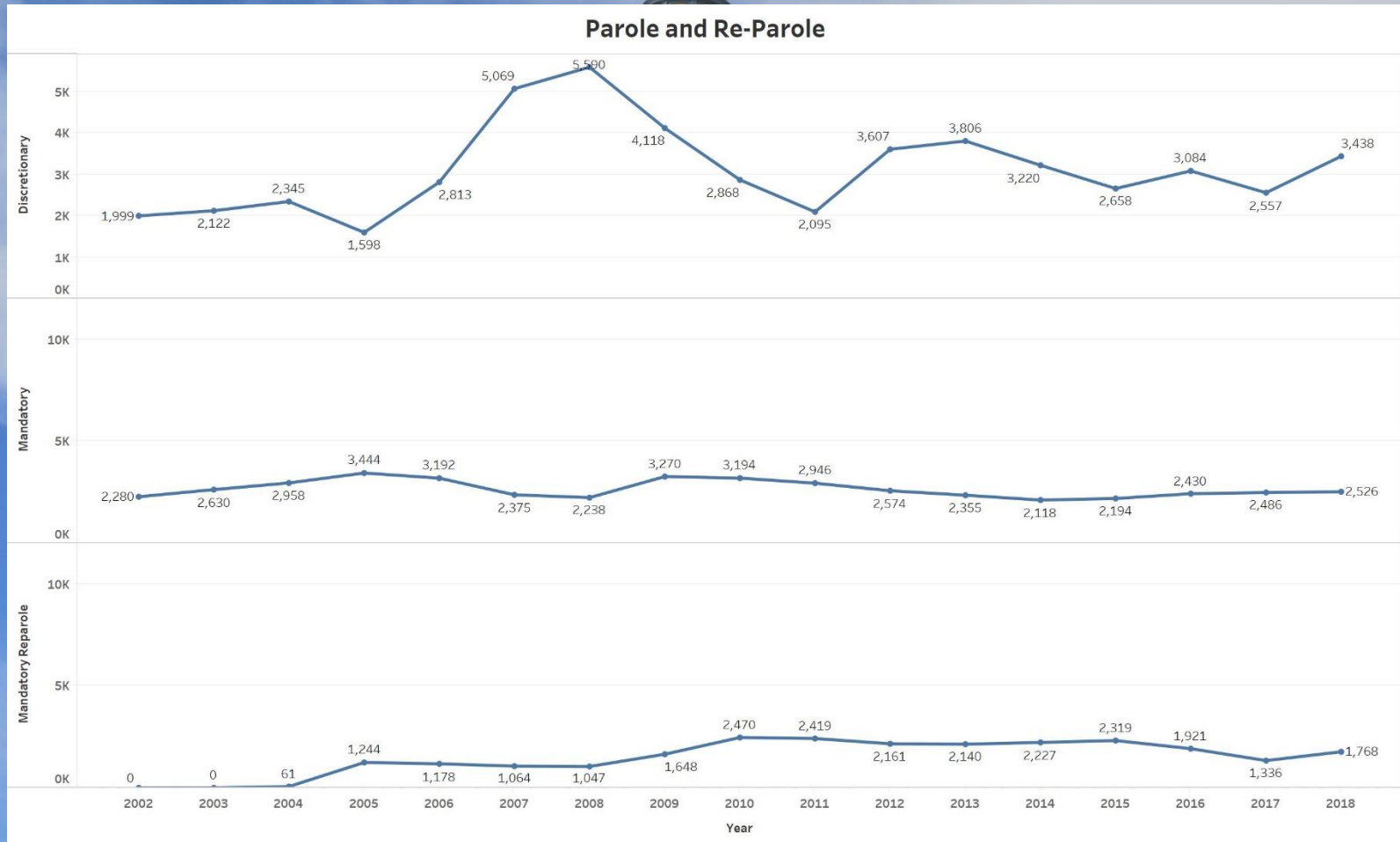
Prison Population 2002 to 2018



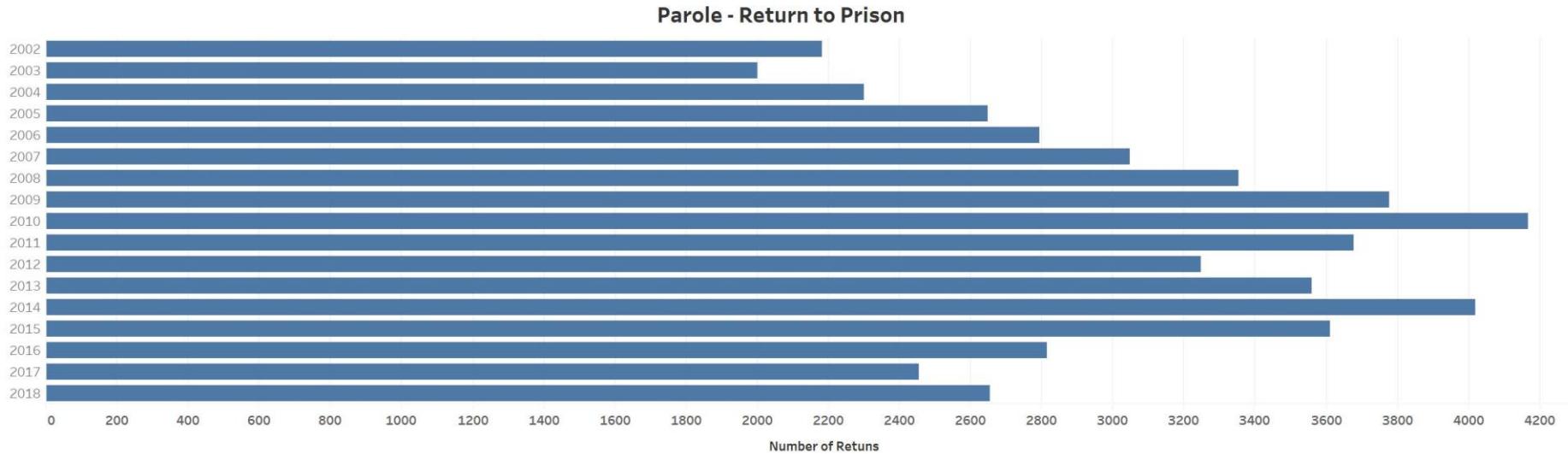
New Commitments vs Total Commitments



Parole and Re-Parole



Parole –Return to Prison



Phases of the Colorado Correctional System

The background of the slide is a photograph of the Colorado State Capitol building. The central focus is the large, white, classical dome with a golden-colored top section. The dome is supported by a series of columns. To the right, a portion of a modern, multi-story brick building is visible. The sky is blue with some light clouds.

The Five Phases of the Colorado Correctional System are:

Phase 1 – Laws

Phase 2 – Sentencing

Phase 3 – Incarceration

Phase 4 – Parole

Phase 5 – Community Corrections

Phases of the Colorado Correctional System

A low-angle photograph of the Colorado State Capitol building, showing its iconic gold-domed roof and classical columns. The building is set against a bright blue sky with wispy white clouds. A modern glass skyscraper is partially visible in the background to the right.

Phase 1 – Laws:

- Comprised of Lawmakers and Elected Officials
- Governs Decisions Made in the Other Phases
- Laws can be Prescriptive or Flexible

Phases of the Colorado Correctional System

A low-angle photograph of the Colorado State Capitol building, focusing on the large, ornate dome with its golden roof. The building is made of light-colored stone with classical columns. In the background, a modern glass skyscraper is visible against a blue sky with wispy white clouds.

Phase 2 – Sentencing:

- Comprised of Law Enforcement, Courts, and Individuals Accused or Convicted of a Crime
- Courts include County Courts, District Courts, Colorado Court of Appeals, and Colorado Supreme Court

Phases of the Colorado Correctional System

A low-angle photograph of the Colorado State Capitol building, focusing on the large, ornate dome with its golden roof. The building is made of light-colored stone with classical columns. A modern glass skyscraper is visible in the background to the right. The sky is blue with wispy white clouds.

Phase 3 – Incarceration:

- Comprised of the Department of Corrections, County Jails, and Individuals Convicted of a Felony.
- Individuals Stay in this Phase until Released through Sentence Completion, Parole, or Community Corrections

Phases of the Colorado Correctional System

A low-angle photograph of the Colorado State Capitol building, focusing on the large, ornate dome with its golden-colored tiles. The building is constructed of light-colored stone with classical columns. In the background, a modern skyscraper is visible against a blue sky with wispy white clouds.

Phase 4 – Parole:

- Comprised of the Parole Board, the Department of Corrections, the Division of Criminal Justice, and the Individual Eligible for Parole
- Individual Eligible for Parole can be Denied Parole or Placed on Parole

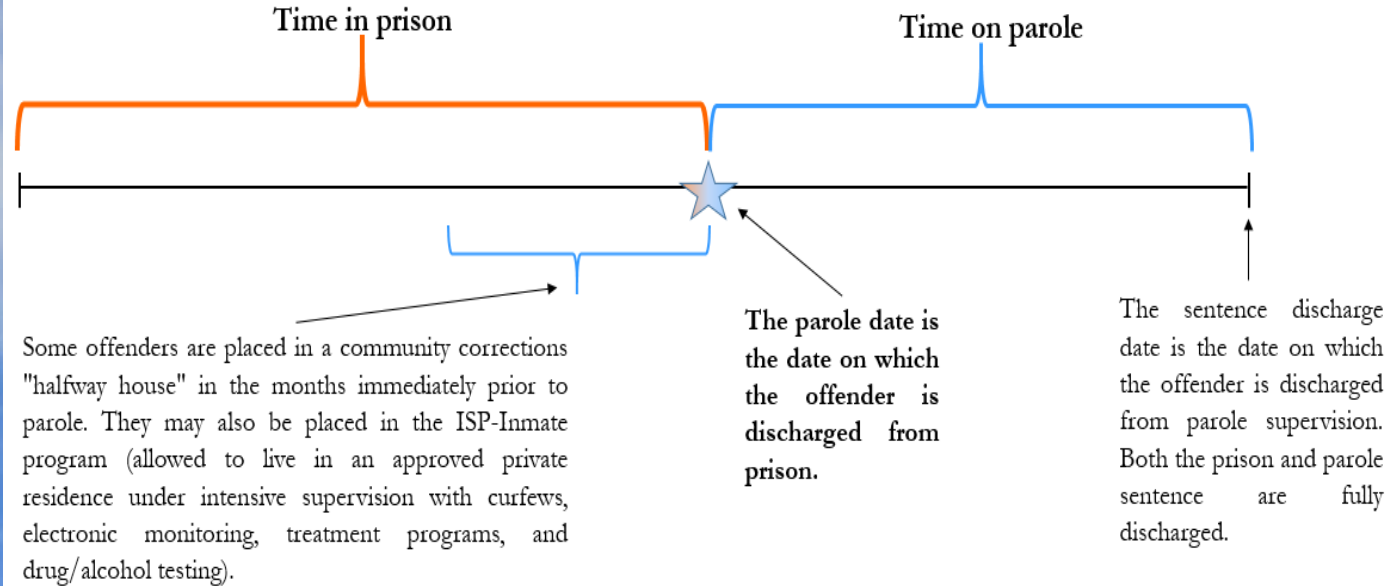
Phases of the Colorado Correctional System

A low-angle photograph of the Colorado State Capitol building, focusing on the large, ornate dome with its golden roof and a small lantern on top. The building's classical architecture, including columns and arches, is visible at the bottom. The sky is blue with light, wispy clouds.

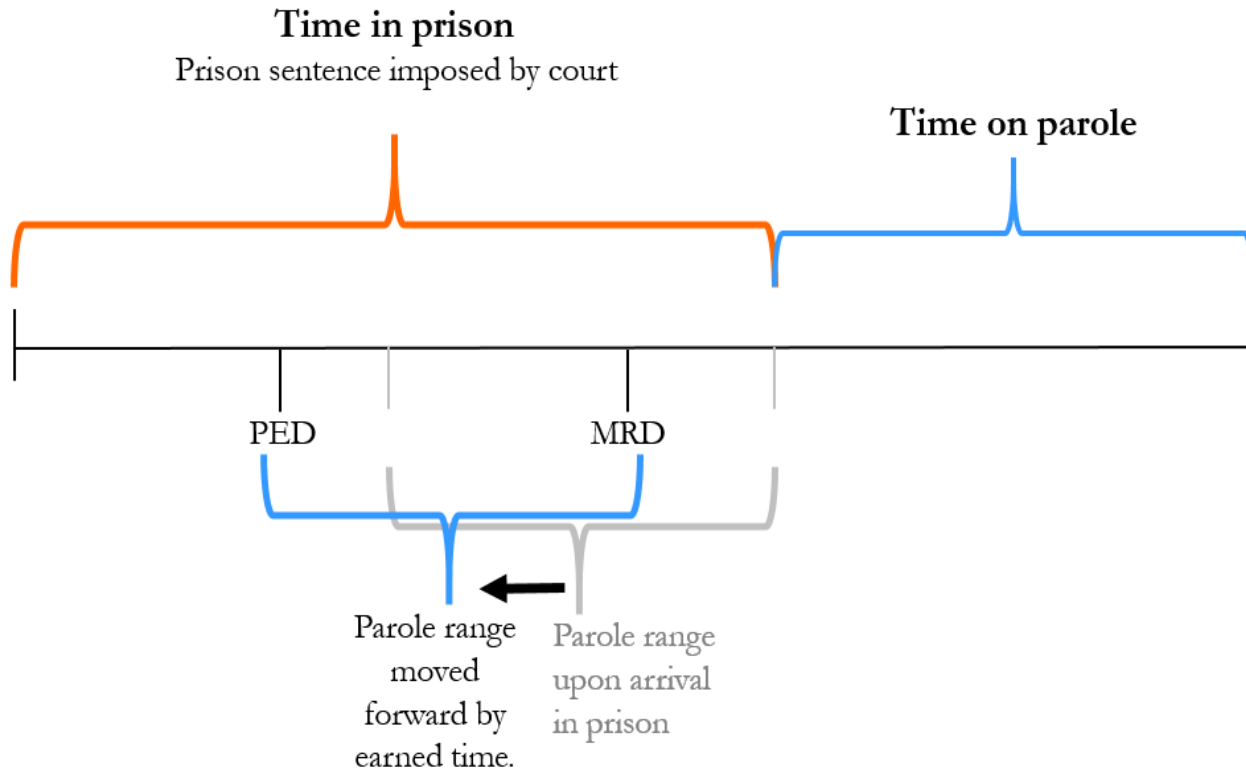
Phase 5 – Community Corrections:

- Comprised of the Parole Board, the Department of Corrections, the Division of Criminal Justice, and the Individual Eligible for Parole
- Individual can be Diverted or Transitioned to Community Corrections

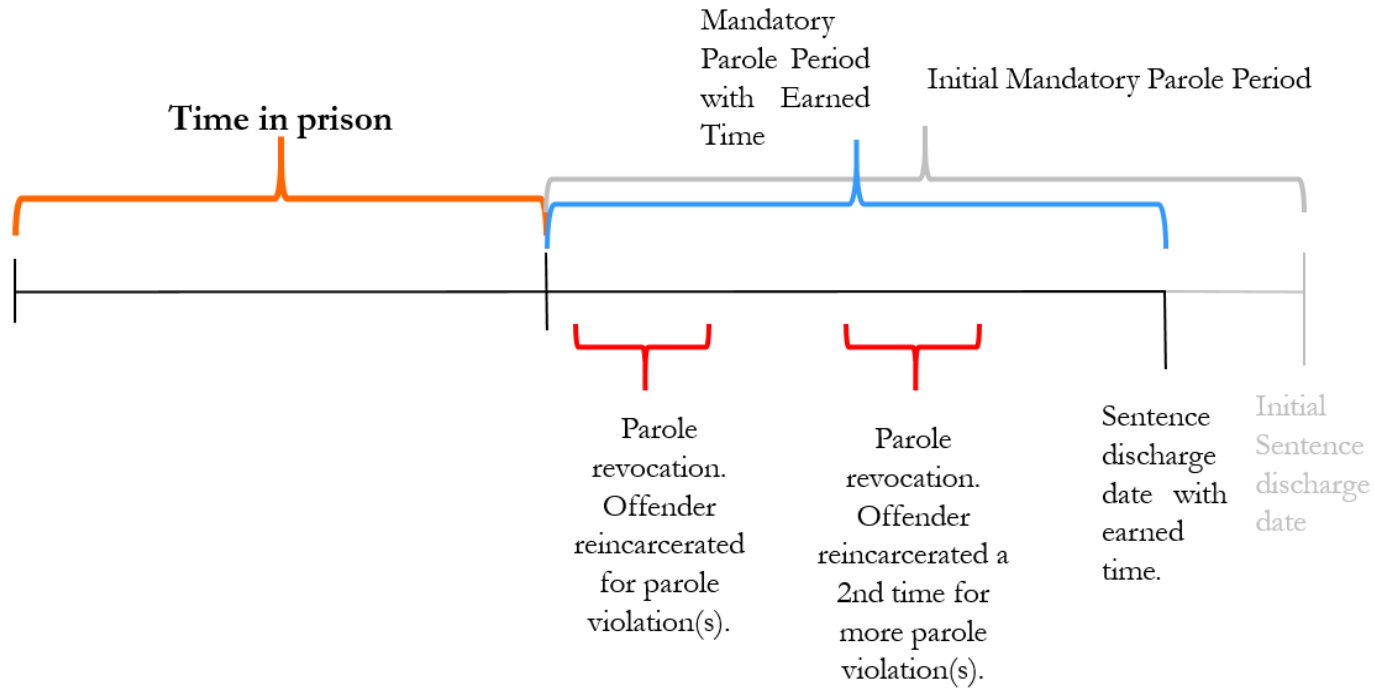
Sentence and Earned Time Overview



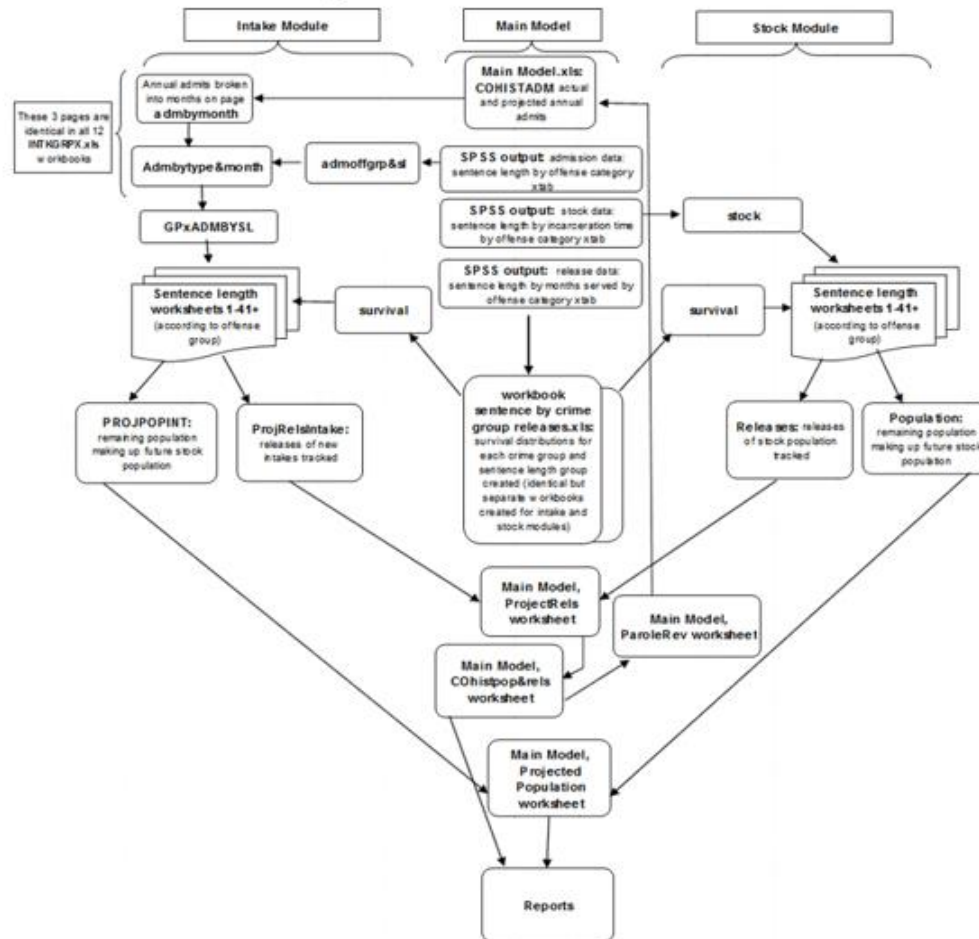
Sentence and Earned Time Overview



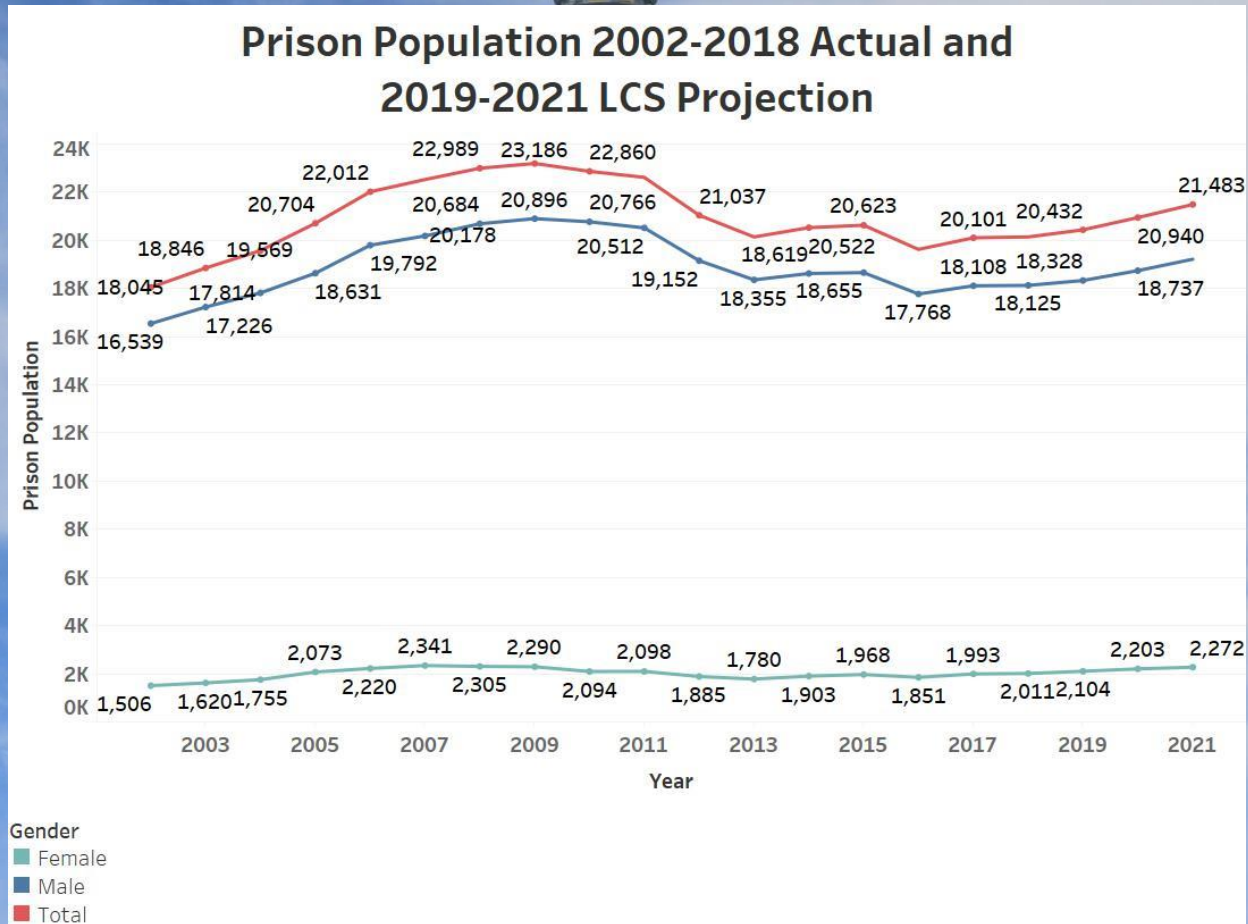
Sentence and Earned Time Overview



DCJ Intake Model



Prison Population and LCS Projection



Correctional Officers Turnover

Turnover History

	FY 2015-16			FY 2016-17			FY 2017-18		
Classification Title	Active Employees	Separated Employees	Turnover Rate	Active Employees	Separated Employees	Turnover Rate	Active Employees	Separated Employees	Turnover Rate
CO I	2,296	427	18.6%	2,219	528	23.8%	2,194	560	25.5%
CO II	720	64	8.9%	719	73	10.2%	722	91	12.6%
CSTS I	507	57	11.2%	477	63	13.2%	498	70	14.1%
DOC Total	6,189	925	14.9%	6,016	1,033	17.2%	6,083	1,131	18.6%

Quartile Distribution

Table 2: Quartiles

	Quartile 1	Quartile 2	Quartile 3	Quartile 4
DOC Wide	72.2%	11.8%	9.4%	6.7%
CO I	93.4%	2.3%	2.6%	1.7%
CO II	70.6%	7.8%	11.5%	10.1%
CSTS I	76.1%	7.7%	8.7%	7.5%

Decompression of Current Employee Salary



Compression Schedule for Existing Staff with Satisfactory Performance Expected DPA FY 2019-20 Pay Plan w/2% ATB

	Years of Experience	0-1 Year - Midpoint	1 yr +1 day to 2 yrs . Midpoint +0.5%	2yrs +1 day to 3 yrs . Midpoint +1.0%	3 yrs +1 day to 4 yrs . Midpoint +1.5% day and	4 yrs +1 day to 5 yrs . Midpoint +2.0%	5 yrs to 10 years . Midpoint +2.5%	10 yrs + 1 day beyond - Midpoint +3.0%
Midpoint Schedule	Midpoint Annual Salary'	Monthly Midpoint Salary	Compression Wage (If current wage below, they are brought to this wage, if current wage above, no action on salary will be taken, but a communication with employee will be required)					
CO I	\$53,508	\$4,459	\$4,481	\$4,504	\$4,526	\$4,548	\$4,570	\$4,593
CO II	\$58,980	\$4,915	\$4,940	\$4,964	\$4,989	\$5,013	\$5,038	\$5,062
CSTS I	\$58,980	\$4,915	\$4,940	\$4,964	\$4,989	\$5,013	\$5,038	\$5,062

1 Midpoint is the midpoint of the expected DPA's FY 2019-20 Pay Plan range for each job classification. Midpoint of the job classification pay range, as shown in DPA's pay plan is considered to be the "prevailing market wage" for similar jobs outside of the State Personnel system.



Phase 1 of 2 Phase Salary Plan

Phase 1 of 2 FY 2019-20 11 Month Cost to Increase Wages (Halfway Midpoint + Compression Pay of Job Classification Pay Range)

Job Classification	Personal Services	POTS - SAED, AED, PERA (20.40%)	STD (0.19%)	Medicare (1.45%)	Shift Differential	Total
COI	\$9,803,261	\$1,999,865	\$18,626	\$142,147	\$441,147	12,405,046
CO II	2,239,672	456,893	4,255	32,475	89,587	2,822,882
CSTS I	1,884,966	384,533	3,581	27,332	15,080	2,315,492
Total	\$13,927,899	\$2,841,291	\$26,462	\$201,954	\$545,814	17,543,420

Phase 2 of 2 Phase Salary Plan

Phase 2 of 2 - FY 2020-21 - 12 Month Cost to Increase Wages (Midpoint of Job Classification Pay Range)

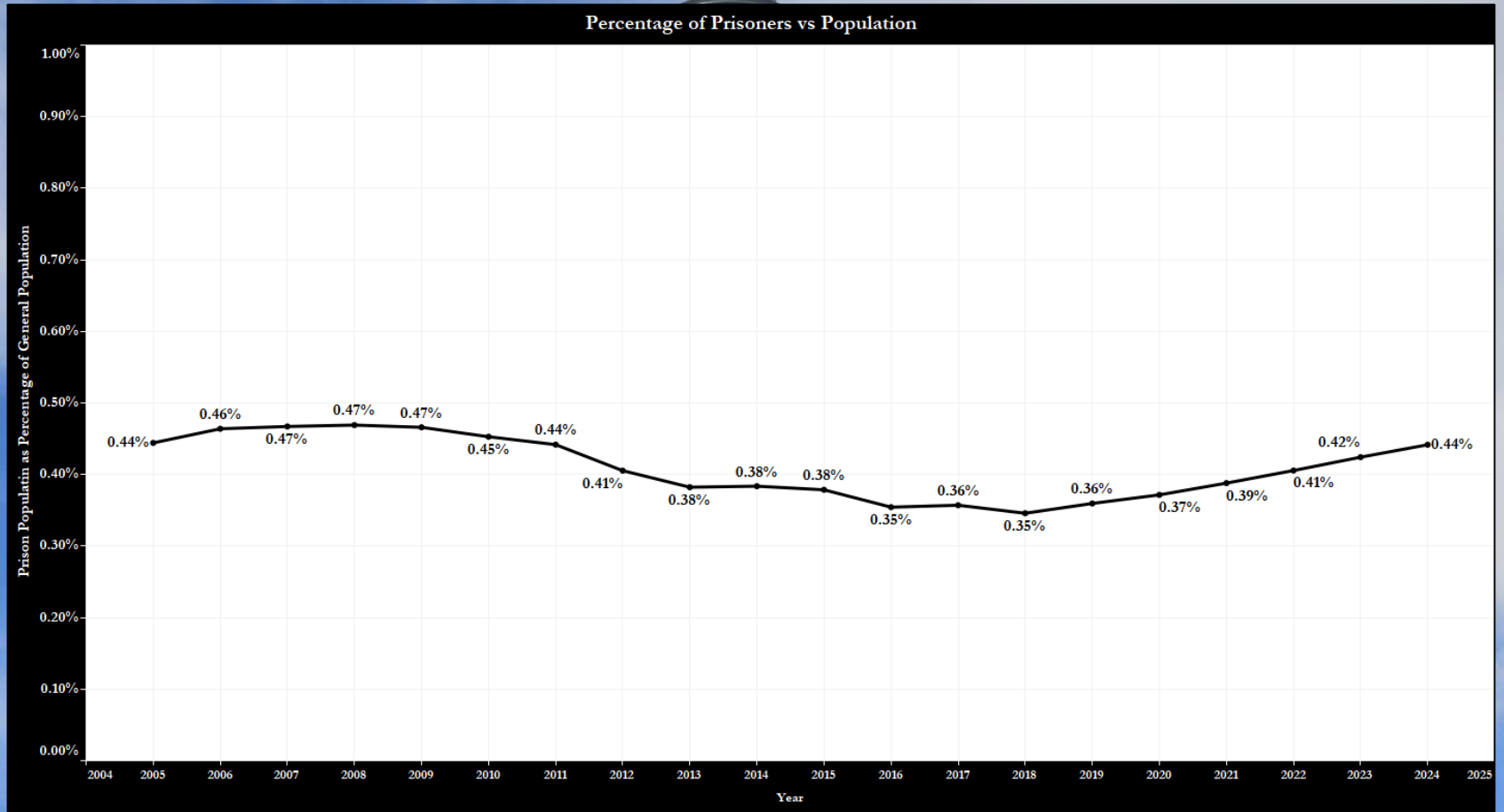
Job Classification	Personal Services	POTS - SAED, AED, PERA (20.40%)	STD (0.19%)	Medicare (1.45%)	Shift Differential	Total
COI	\$11,585,671	\$2,363,477	\$22,013	\$167,993	\$521,355	14,660,509
CO II	2,646,884	539,964	5,029	38,380	105,875	3,336,132
CSTS I	2,227,686	454,448	4,233	32,301	17,821	2,736,489
Total	\$16,460,241	\$3,357,889	\$31,275	\$238,674	\$645,051	20,733,130

Total 2 Year Salary Plan

Staff Retention - Total Cost to Increase Wages to Prevailing Market Wage (Midpoint of Job Classification Pay Range)

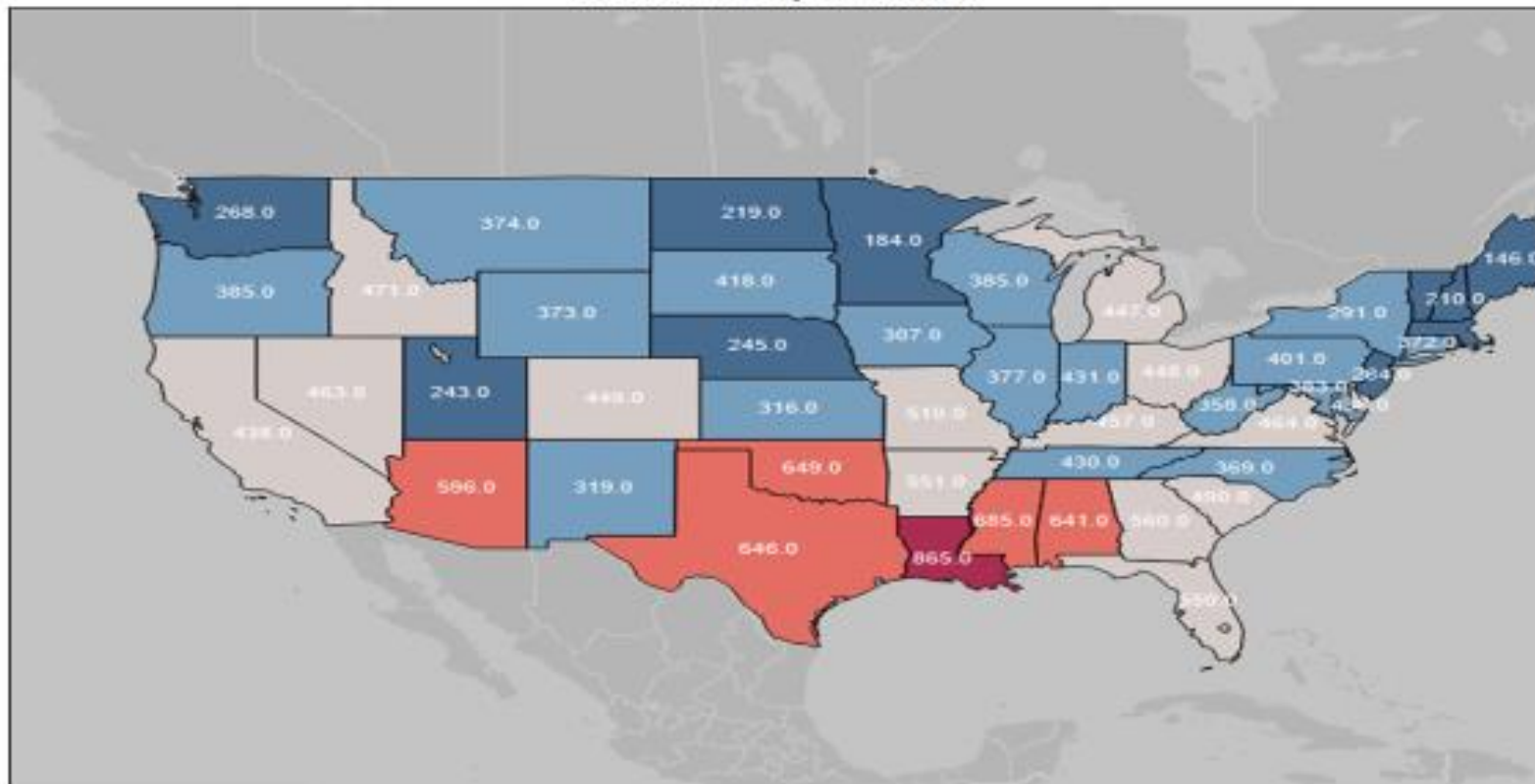
Job Classification	Personal Services	POTS: SAED, AED, PERA (20.40%)	STD (0.19%)	Medicare (1.45%)	Shift Differential	Total
CO I	\$21,388,932	\$4,363,342	\$40,639	\$310,140	\$962,502	\$27,065,555
CO II	4,886,556	996,857	9,284	70,855	195,462	6,159,014
CSTS I	4,112,652	838,981	7,814	59,633	32,901	5,051,981
Total	\$30,388,140	\$6,199,180	\$57,737	\$440,628	\$1,190,865	\$38,276,550

Percent of Prisoners vs Population



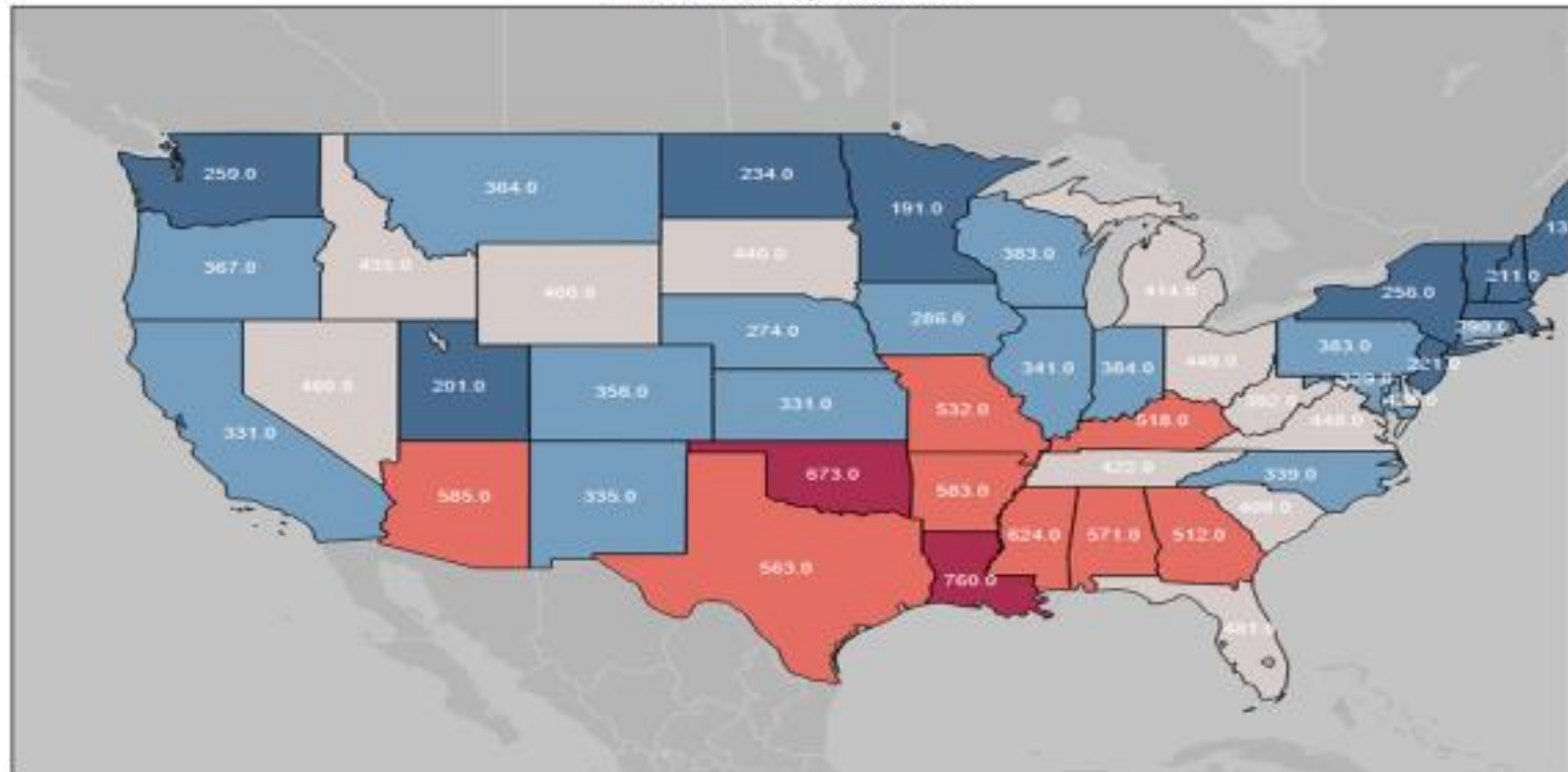
Incarceration By State

Incarceration by State 2010



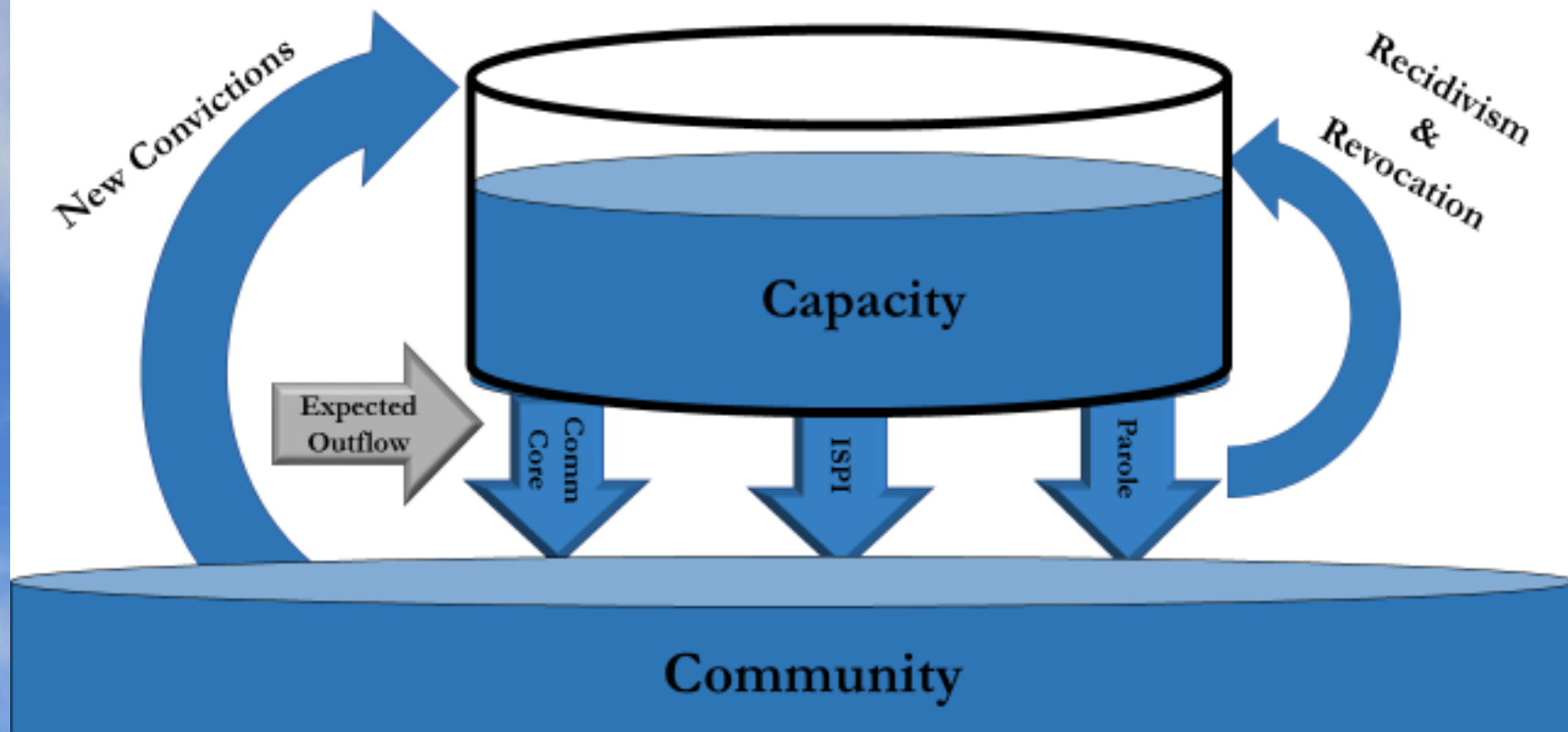
Incarceration By State

Incarceration by State 2016



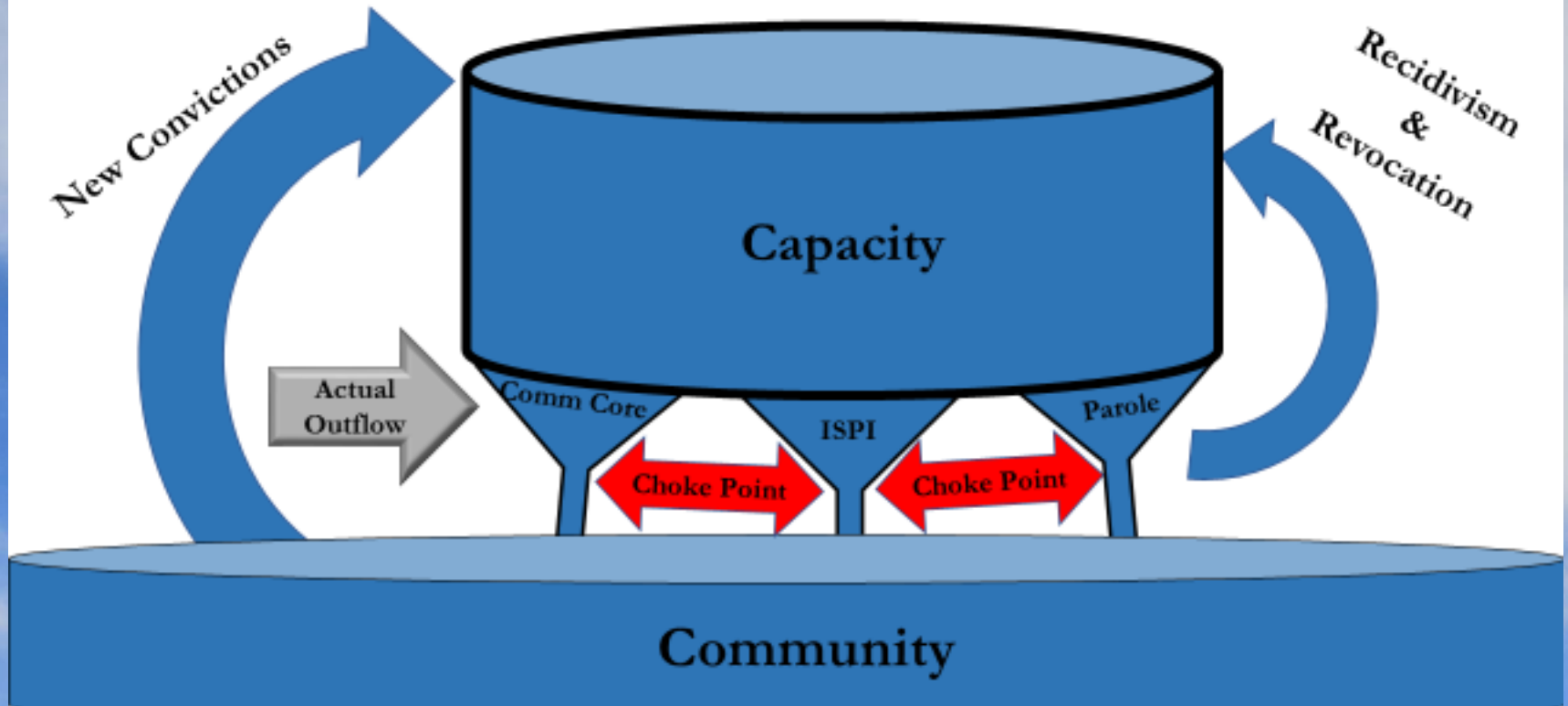


What Was Expected With FY 2018-19 Changes

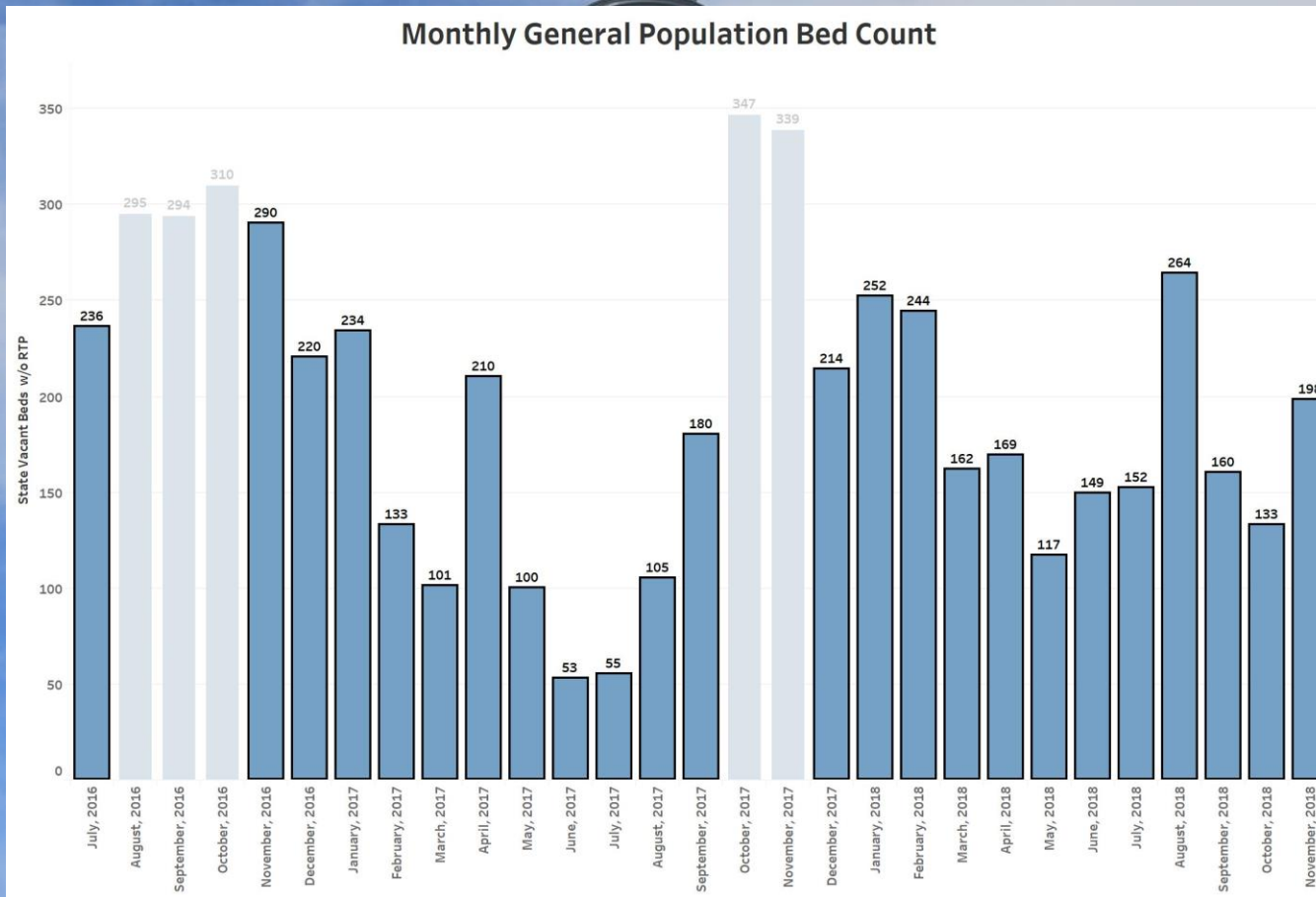




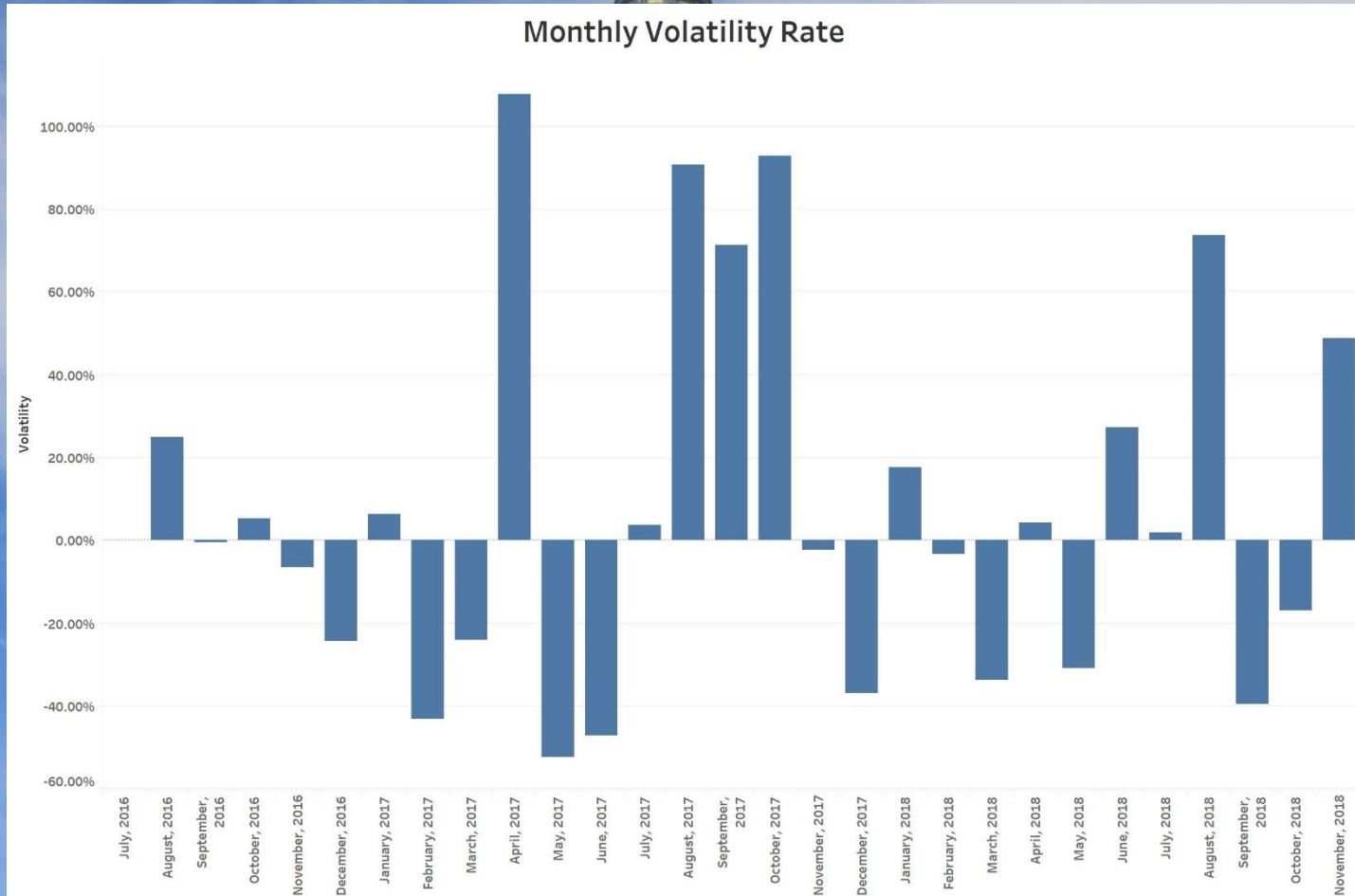
What Is Happening With FY 2018-19 Changes



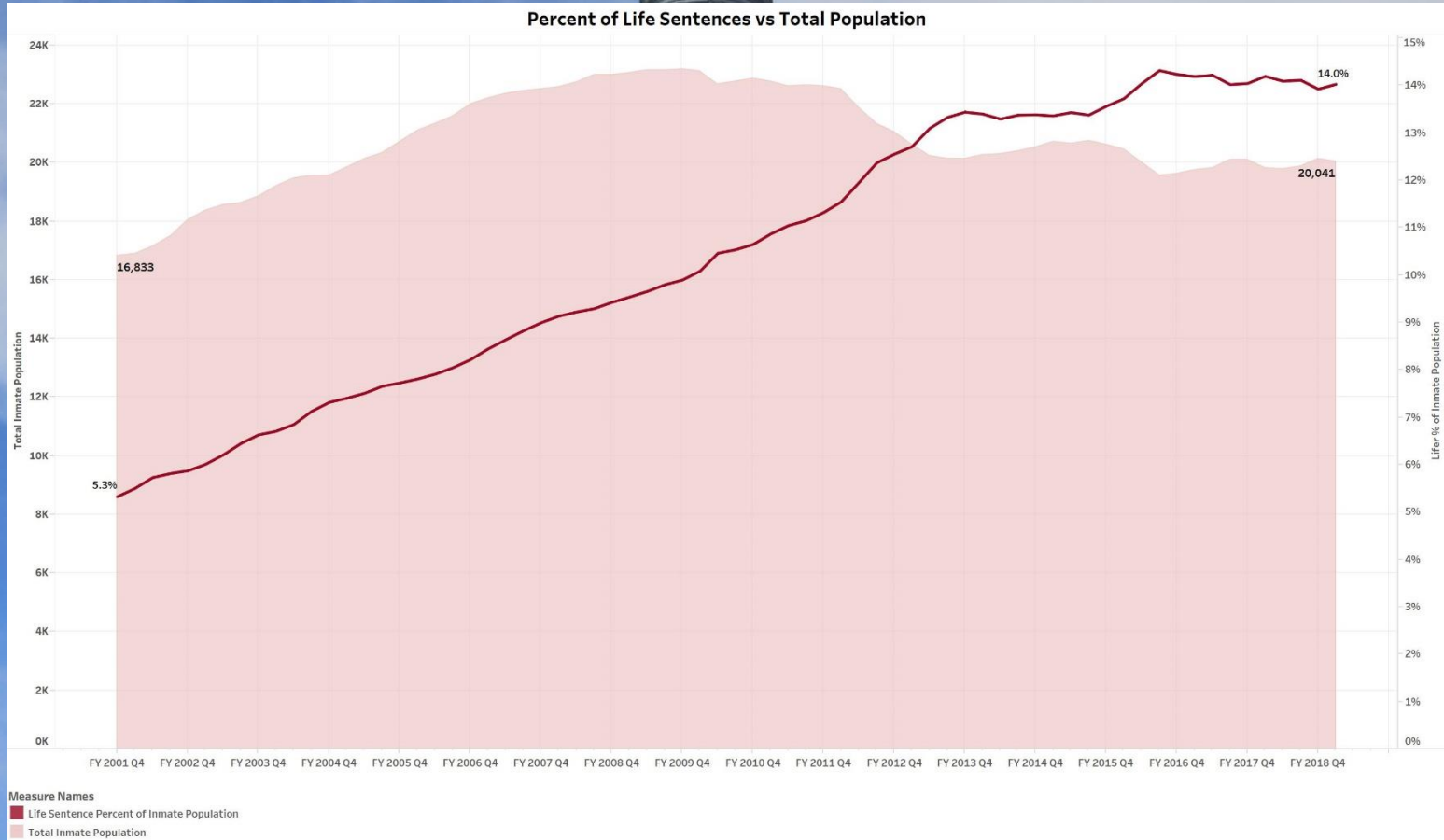
Monthly General Population Bed Count



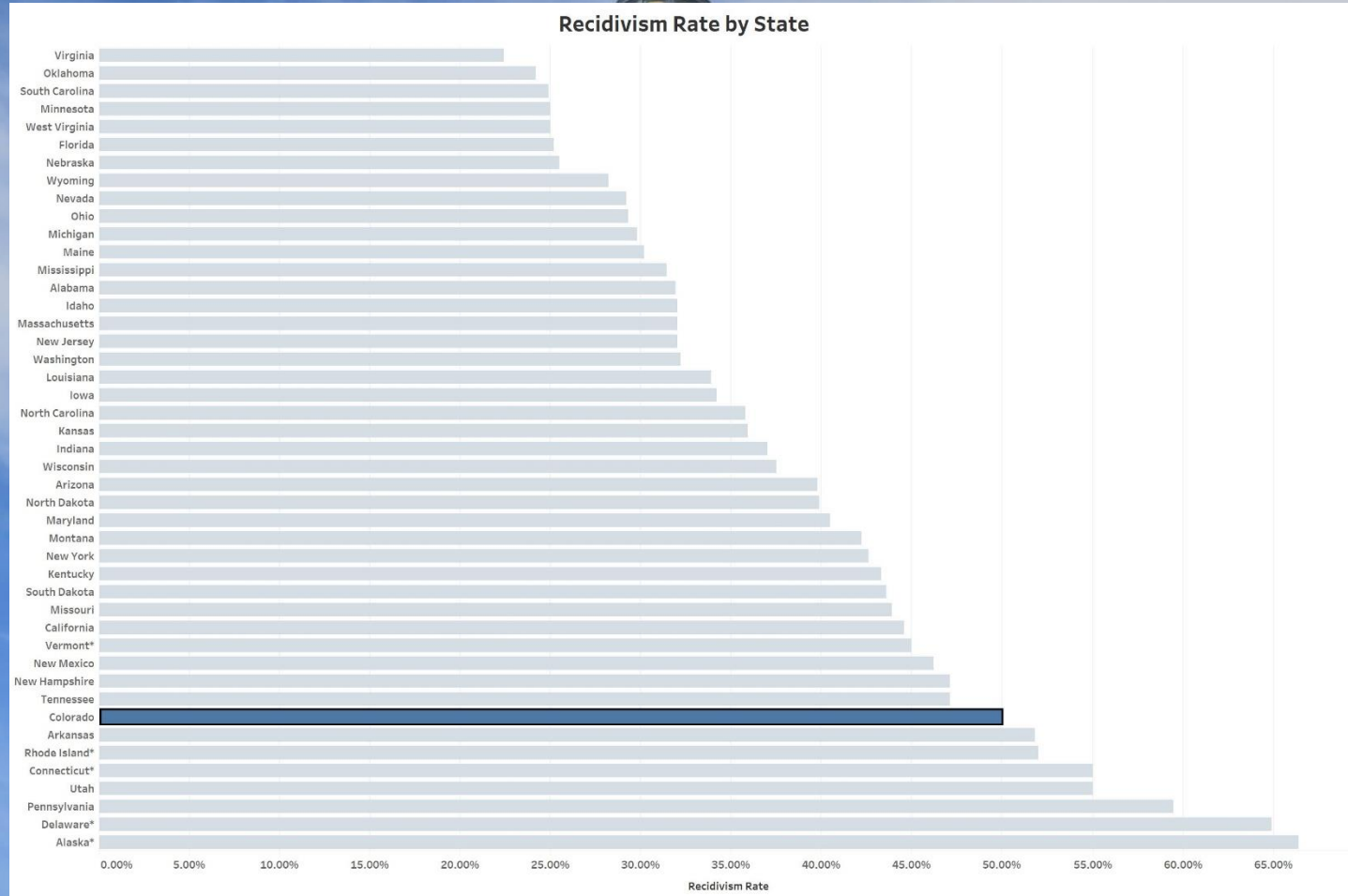
Monthly Volatility Rate



Percent of Life Sentences vs Total Population



Recidivism Rate by State



Male Prison Bed Need

MALE PRISON BED NEED		
ITEM		NUMBER OF BEDS
Current Vacant Bed Count		198
2 Percent Vacancy Rate	-	(290)
Expected Increase in FY 2018-19	+	(267)
Potential Utilization Increase FY 2018-19	+	80
Vacant Bed Count June 2019	=	(279)
Starting Bed Count July 1 2019		(279)
Expected Increase in FY 2019-20	+	(409)
Potential Utilization Increase FY 2019-20	+	100
Vacant Bed Count June 2020	=	(588)

FY 2018-19 Bed Need by Classification

Bed Needs by Classification FY 2018-19			
Classification	Previous 6 month Classification	Percent of Total	Number of Beds Needed
Maximum	21	1.1%	3
Medium	1057	57.8%	154
Minimum	151	8.3%	22
Minimum Restrictive	599	32.8%	88
Total	1,828	100%	267

FY 2019-20 Bed Need by Classification

Bed Needs by Classification FY 2019-20			
Classification	Previous 6 month Classification	Percent of Total	Number of Beds Needed
Maximum	21	1.1%	5
Medium	1057	57.8%	236
Minimum	151	8.3%	34
Minimum Restrictive	599	32.8%	134
Total	1,828	100%	409

Sled Beds





JBC Staff FY 2019-20 Budget Briefing Department of Corrections

**Presented by:
Vance Roper, JBC Staff
December 20, 2018**